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ABSTRACT

This analysis of the existing Texas State Library System with recommendations for improvement is divided into three phases: Phase 1 examines the governance and operations of the system as set up by the Library Systems Act of 1969; Phase 2 discusses alternative models for organization and governance; and Phase 3 presents proposed model legislation with extensive comment on implementation of regulations and interagency relationships. The object of the proposals is to bring together libraries of all types into a voluntary arrangement capable of raising the level of services to patrons while maintaining the authority and discretion of each library member. (AP)

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A Study of the Texas State Library System

March 1976

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PREFACE

This study of the Texas State Library System was conducted in three phases and a report was published at the conclusion of each phase, as follows:

I. ANALYSIS OF THE GOVERNANCE AND OPERATIONS OF THE SYSTEM
II. ALTERNATIVE MODELS FOR ORGANIZATION AND GOVERNANCE
III. MODEL LEGISLATION AND ANALYSIS

This volume unites all three reports under a single cover, They are presented in sequence herein, precisely in their original form, and as a whole are entitled A Study of the Texas State Library System.

The purpose of the study, based on analysis of the library system from its inception, was to recommend any necessary changes in governance and methods which would improve library services. The reports were written to share extensively findings of the consultant regarding the strengths and weaknesses of existing arrangements, to examine in some detail the alternatives for making improvements, and to analyze and support the rationale for modification of the current governing arrangements of the library system. Proposed legislation for a new system of governance was prepared, together with extensive comment on implementing regulations and inter-agency relationships.

The object of the proposals is to provide the basis, in practical and feasible form, for the development of one of the finest state library systems in the United States. They would bring together libraries of all types into a strong voluntary, cooperative, decentralized arrangement capable of raising service to patrons to a new high in the history of Texas libraries while still maintaining the individual authority and discretion of each library member.

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A Study Of The Texas State Library System

Phase I Report: Analysis Of The Governance And Operations Of The System

December 1975

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I. INTRODUCTION

In recent years the libraries of the United States have experienced an unusual growth in range and depth of services, one which recalls a similar period in the early part of this century. This earlier stimulus to library development came from a single philanthropist, Andrew Carnegie, who determinedly gave away a fortune, much of it for the construction of library buildings. The recipient communities responded by appropriating local funds for operation, in aggregate far exceeding previous totals and in communities that otherwise might not have possessed a library for many years.

In recent years the federal government, through a series of legislative enactments and appropriations, ushered in a new period of library development. Again the communities responded, this time with increased appropriations for buildings as well as additional staff and materials.

Recently state governments began to participate more actively in library development, an initiative which, except for internal library concerns of the state governments, represented for many of them a new direction for state policy. While a few states started much earlier than others in encouraging libraries, the movement has now become general although not universal. In this way a combined state and federal effort has brought a new dynamism to this public program, which has evoked an enthusiastic response in many local and state library organizations.

The citizens of Texas and their official representatives in state and local government are participating in the nationwide movement to upgrade a relatively neglected aspect of the country's educational, cultural, economic, and recreational service to the people, one which is and must be largely in the public sector of national activity. After several years of preliminary study and development by the library community, the State adopted legislation to enhance cooperation among libraries as a means of enriching library service to the public while obtaining some economies of scale in the process. The Library System Act of 1969 provides for "...the establishment, operation, and financing of a state library system consisting of a network of interrelated cooperating library systems designed to provide adequate library facilities and services to the public." From 1909 the laws of Texas had directed the State Library "to encourage libraries" but previously this mandate had not been supported by sufficient state appropriations to give it much meaning.

Even under the Library Systems Act initial state funds were token in nature until Fiscal Year 1976. However, the State Library utilized 1.8 million dollars of federal funds in FY1975 to provide the first substantial impetus to systems' operations. This provided the first significant opportunity to test the viability of the organizational structure for library cooperation set forth in the 1969 legislation. The second year (FY1976) saw the first large state appropriation, about $1,000,000, for implementation of the Systems Act, to which approximately an additional $1,800,000 of federal funds were allocated, subject to appropriation.

Immediate operational problems arose as soon as increased funding enabled substantial cooperative endeavors. From members of the ten library systems created in the State, each supervised by the largest city library located in the area, arose many suggestions for improvement in the program and its operation. Conflicts regarding both resource allocation and organizational relationships became numerous. This situation appeared to threaten the hoped-for growth and development of a potentially powerful means for extending library service to the citizens of Texas.

Rather than overlook the evidence of malfunctioning organizational relationships, the State Library took the leadership in initiating a study of operations to date, with the objective of acting quickly to remedy any awkward or unsatisfactory aspects of governance and operation under the Library System Act by changes within existing legislation, or by new legislation, or both. In arriving at proposed changes, it was proposed that the views and experience of the library community should be applied to the problems, in the analysis of possible solutions, and in the final resolution.

Public Administration Service (PAS) a not-for-profit management consulting organization serving the public sector since 1933, was retained to carry out the study with extensive collaboration of the library community. The Texas State Library and Historical Commission, the Systems Act Advisory Board, and a Systems Study Advisory Committee, as well as the State Librarian and the Division of Library Development of the State Library, officially represent the library community of the State in receiving and acting upon each report made by the consultant. In order, however, to encourage full participation the State Librarian directed that relevant questionnaires be distributed to system libraries and that copies of the reports be distributed promptly to all public libraries who are members of the systems established under the 1969 Act, and to other libraries indicating an interest, in order to obtain their comments on the issues raised.

The following four reports will issue from the study, of which this is the first:

Phase I Progress Report. Analysis of Organization, Operations, and Governance of the Existing State Library System. (December 1975)

Phase II Progress Report. Analysis of Alternative Management Systems and Development of a Proposed Model for the Governance and Administration of the Texas State Library System. (January 1976)

Phase III Progress Report. Draft Model Legislation for the Texas State Library System. (February 1967)

Final Report. A Final Report of the Governance of the Texas State Library System and Proposed Legislation. (March 1976)

Based on the Phase II Progress Report, it is anticipated that the Commission, Advisory Board, and Advisory Committee will select a modified governance model appropriate for the Texas State Library System, and the Consultant's work in Phases III and IV will reflect this choice in a proposed revision of the system legislation. The Final Report will then be further subjected to the scrutiny of the official bodies and the library community as a whole, with the hope and expectation ultimately of presenting to the Texas Legislature in 1977 a legislative proposal which will be representative of the aspirations of the library community of the State. By building successfully on the systems concept initiated by the first act, it is hoped that an improved system of governance will enable the libraries of the State fully to achieve the forward-looking goals of interlibrary cooperation.

Study Methodology

In conducting the study, extensive documentation regarding the development of systems in Texas under the 1969 Act was supplied by the State Library, including plans of service, contracts, historical reviews, and statistical material. Additionally, existing law, rules and regulations were provided.

Extensive interviews of State Library personnel were conducted. These included meetings with State Librarian Dorman H. Winfrey and Assistant State Librarian William D. Gooch, often with the participation of one of the Special Consultants. Several lengthy scheduled interviews were held with personnel of the Division of Library Development, including Raymond Hitt, Director, and Patricia Smith, Manager of Planning and Management. There were also numerous conferences as the work of the study progressed.

Visits were made to each system's headquarters. Special Consultants who participated in most of these visits were Lester Stoffel, Director, Suburban Library System; Alphonse F. Trezza, Executive Director of the National Commission on Libraries and Information Science; and Keith Doms, Director of the Free Library of Philadelphia. Mr. Stoffel went to El Paso, Dallas, and San Antonio; Mr. Trezza to Amarillo and Houston; and Mr. Doms to Lubbock and Fort Worth. Dr. John O. Hall, PAS Project Director, visited all ten Major Resource Centers. On two occasions during the presence of the Special Consultants, extensive discussions were held with the State Librarian and other officials of the State Library regarding the findings.

A frequent pattern of the visits in each headquarters consisted of discussion of system affairs with the MRC Director and perhaps the Assistant

Director, followed by a meeting with the System Coordinator, In several instances, afternoon meetings were then held with library directors of member libraries. Several meetings were held with members of Advisory Councils, and sometimes Advisory Council members were present during the meetings with library directors. Time permitted a few individual interviews of directors of member libraries and Advisory Council members. Some additional views of member librarians and system staff were obtained by telephone.

Special Consultant Ellen Altman of the faculty of the Library School of the University of Toronto, examined the performance measures and program statistics of the systems and member libraries as they have a bearing on development and evaluation of system services.

James W. Doyle, Staff Associate of PAS, prepared the questionnaire sent to member libraries and Advisory Council members. He tabulated and analyzed the results and wrote the corresponding chapter (VIII). He wrote Chapter VII, Profiles of the Ten Major Resource Systems and prepared the accompanying tables of Appendix A. He also wrote the chapter on salary levels and staffing, as well as participating generally in the preparation of the Phase I report. Mrs. Katherine McMurrey, Special Consultant with valuable previous experience in the State Library and the Legislative Reference Library of the State, reviewed the development of library systems in Texas and wrote part of Chapter II dealing therewith. She contributed to the development of the questionnaire and reviewed much of the draft of the report. In addition she researched many of the principal questions presented and supplied the study staff with relevant publications from the Professional Library of the State Library, with the excellent assistance of its librarian, Mrs. Frances Brownlow, and from other sources.

Some participants in the preparation of TLA's 1964 Plan for Library Development and in the drafting of the Library Systems Act of 1969 were consulted.

Initial contacts, to be extended subsequently, were made with school, special, and academic librarians, especially the latter, to determine their interest in cooperative programs with public libraries under more formal sponsorship and funding.

A particularly important means for obtaining the views of each interested member library was by questionnaire. The response was excellent with all ten MRC's, 166 Area Library and Community Libraries returning completed questionnaires.

The experience of other states was drawn upon extensively through relevant literature and by personal visits to Illinois and New York. The wide experience of the Special Consultants was also brought to bear in this respect, especially with respect to Pennsylvania and Illinois.

As the study progressed, the reaction of personnel of the State Library and member libraries was sought with respect to identified problems and the need for modifications of structural arrangements and operations, program content, and administrative procedures.

II. THE LIBRARY COMMUNITY URGES COOPERATIVE EFFORTS FOR LIBRARY DEVELOPMENT IN TEXAS

State-wide library development was a key issue with members of the Texas Library Association for at least a decade prior to adoption in 1969 of the Library Systems Act. In 1962 the Library Development Committee of the Association was charged with the responsibility for designing a basic plan that would upgrade individual libraries, and, at the same time, provide for cooperation among libraries at the local, district, regional, and state level. The Skeletal Plan for State-wide Library Development, as it was called, was the first such plan for Texas that envisioned the systems concept (Texas Libraries, 1963, pp. 53-69). The pattern of service recommended in the Plan was based on cooperation among all types of libraries and did not limit participation to just those libraries supported by tax dollars collected at the local level. The Plan also called for revision of the library laws of Texas, for checking the feasibility of implementing voluntary certification of librarians, and for the accreditation of libraries. The Association then began five years of work publicizing the Plan and campaigning for the improvement of state-wide library services. Other developments also occurred during these formative years that individually or in combination provided impetus to adoption of the Systems Act.

In July, 1963, a subcommittee of the Library Development Committee began preparing standards for public libraries serving areas containing 50,000 or more residents. For libraries serving fewer people, the Committee recommended the adoption of the American Library Association's Interim Standards for Small Public Libraries (Texas Library Journal, 1964a, p. 30). Standards were later devised for school library programs and for college and university libraries. These published Standards, along with the supplementary "Guidelines for Measuring Progress" (Texas Library Journal, 1965a, pp. 24-27) provided the goals and measures deemed important for implementing the State-wide Plan for Library Development, as the "Skeletal Plan" later came to be known.

Suggestions were made by members of the Library Development Committee's Subcommittee on Library Laws that also indicated a growing interest in systems. As early as 1966, the Committee supported the idea of state aid to libraries with a formula favoring systems over individual libraries (Texas Library Journal, 1966, p. 22).

Influence of State Grants in Fostering Library Development

Grassroots endeavors of this nature to bring about governmental action on an important public need are a significant part of the system of self-government of this democracy. Additionally, federal library programs also were influencing the course of library affairs in state government. The State Library was greatly aided by these programs in its attempts to foster library development throughout the State. The provisions of the 1964 Library Services and Construction Act (LSCA), abetted by adoption of enabling state laws, gave this agency a powerful means of assisting libraries. The State Library designated the Field Services Division to administer the federally sponsored program in Texas. Millions of federally distributed dollars brought library activities to a level of dynamism exceeding any time in the country's history. There was no doubt in anyone's mind that one objective of the federal program was, and still is, to encourage a greater level of state participation in library development and ultimately for the State to assume primary responsibility for many of the programs initiated by federal funds.

Federal funds were allocated to those local libraries that showed a willingness to improve service through increased local tax support and to those that indicated a desire to improve service to a level set in the Standards and Guidelines approved by the Texas Library Association. Multicounty library systems also were encouraged by the State Library staff (Texas Library Journal, 1964b, p. 50).

A state plan for the utilization of the LSCA funds divided public libraries into three groups according to population served. Along the lines suggested in the Skeletal Plan for State-wide Library Development, the State Library Plan designated libraries serving the largest segment of population as Major Resource Centers; those serving populations between 10,000 to 199,999 were designated as Size II libraries or Resource Centers; and, those libraries serving populations under 10,000 were termed Area Centers or Size III libraries (Winfrey 1965, p. 86). In August, 1966, three years after the designation of libraries according to population served, members of the State Library staff met with the Library Association's Library Development Committee to set up ten service areas in the State. Each service area or district was formed around a Major Resource Center Library. The districts also formed the boundaries for field consultant services provided by the Texas State Library staff (Shultz, Marie, 1968, pp. 52-53). Later they were to become the basis for organizing cooperative library systems. Cooperative efforts varied in the ten districts and included interlibrary loan reference referral for the smaller libraries, centralized book processing, compilation of area union lists of serials, and the establishment of workshops conducted for librarians by the Major Resource Centers.

The State Government Listens: The Library Systems Act Is Approved

The First Texas Governor's Conference on Libraries was held March 23, 1966, in Austin. Its impact on the acceptance of the systems concept by the lay person was far-reaching. Over two thousand interested citizens and professionals dedicated to the idea of better library service to Texans attended the day-long meeting. Enthusiasm was high and there were suggestions for drafting legislation calling for state aid to libraries, the aid to be administered under a systems plan (Governor's Conference on Libraries, 1966, p. 32). Systems already were in operation in some states and similar preparatory steps were being taken in others. Conferees returned home to begin lobbying for such legislation to be introduced at the next meeting of the Legislature in January, 1967.

The Texas Library Association's Legislative Committee began preparing a library systems bill, but the Committee was unable to complete the final draft in time for introduction by the 1967 Legislature. The Committee's completed version was presented to the members of the Texas Library Association at the annual conference held in the spring of 1968 (Whitten, Sam, 1968, pp. 42-49). Members were urged to publicize the Systems Code so that legislative support would be assured for passage of the bill in 1969. The Task Force Committee created in 1967 by the Executive Board of the Library Association intensified its promotional efforts through a state-wide public relations campaign. Staff members of the Texas State Library served as consultants to the Task Force Committee. In addition, the Association retained the services of an attorney to assist in the legal aspects of getting the Systems Code passed into law. A Citizen's Committee made up of prominent businessmen and civic leaders lent its support to the bill (Texas Libraries, 1969, pp. 4-5).

On February 6, 1969, Senate Bill 122 was introduced in the Senate by Senators Jack Hightower and A. M. Akin, Jr. On February 11, a companion bill, H.B.260, was introduced in the House of Representatives by Joe Shannon, Jr. The language of both bills closely followed that drafted by the Legislative Committee of the Library Association with one important exception: the Association draft carried no provisions for allocating funds by formula. The House version of the systems bill, amended in the Senate to provide a formula for dispersing funds to the systems, finally passed both houses and was sent to Governor Preston Smith on March 17, 1969. The Governor signed the Systems Act into law March 20, 1969 (Texas Libraries, 1969, pp. 3-4).

Although the actual passage of the Systems Act took only forty legislative days, its passage was the culmination of seven years of joint effort between the Texas Library Association and the Texas State Library to make the State-wide Plan for Library Development a plan backed by law.

The Texas State Library and Historical Commission, the governing body of the State Library, was designated by the new law to administer library systems in the State. Although the State Library had been charged from 1909 to encourage libraries, because of its limited means, it had served only a modest role in this respect. Over the years it had been required to direct much of its attention to serving the State Government itself. The LSCA program had enabled the State Library to focus more of its energy on libraries throughout the State, primarily public libraries in accordance with federal orientation. Now, at long last, an improved state mechanism had been created for aiding and cooperating with libraries.

The Library Systems Act of 1969 did not reflect precisely, however, the 1964 Skeletal Plan for State-wide Library Development. In that plan a system of service involving all types of libraries was called for. The Act, however, dealt only with public libraries and excluded all other types of libraries from membership and from system benefits. The resulting public library systems could contract with other types of libraries to obtain services but were not authorized to extend services. This legal requirement led, therefore, to the creation of systems with membership limited to public libraries.

The Implementation of the Library Systems Act

The passage of the Library Systems Act did not result, however, in an immediate flowering of library cooperation under its provisions. The initial state appropriation was for only $25,000, sufficient merely to employ a single staff member as a planner. Nothing was made available for program execution. In FY72 the first of four annual program appropriations, each for $50,000, was approved by the state legislature. This amount was distributed to the ten district library systems according to the legal formula in the Systems Act. It was barely enough to keep the systems concept alive. Skeptics were reinforced.

At this low point in the history of cooperative library development, the State Library, aided by the fortuitous availability of LSCA funds received after a long delay, decided that a critical time had come for infusing life into the moribund Systems Act. An entire year's federal appropriation under LSCA, totaling approximately $1.8 million, was allocated to systems development in FY75. This was intended to enable the ten organized systems to demonstrate their ability to plan, organize, staff, and direct cooperative services at a level originally intended but until then impossible.

At the same time, a renewed effort was initiated to inform the State Legislature of the dire need of Texas citizens for more adequate public library services, which were lagging well behind national levels. Based on two-year plans of service prepared by the ten systems, the State Library asked for state appropriations of $2.8 million in FY76 and $3.9 million in FY77. Although reduced to about one and two million dollars respectively, the Legislature then made its first important appropriations in support of cooperative library development. The first year's state appropriation of one million dollars for systems operations would be supplemented again, under state legislation, by LSCA funds of approximately $1.8 million. The total thus planned for FY76 exceeded the first year of substantial funding by an amount of one million dollars.

Consequently, the aspirations expressed by the Texas Library Association in 1964 began to be realized ten years later, even though only public libraries rather than all libraries were to be the direct beneficiaries. The responsibility was now passed to the public libraries of Texas to demonstrate their ability to work collectively under the new law and to achieve a much higher level of library service for their patrons, one which could not have been achieved by continuing under more isolated, unstructured arrangements. They were provided \$1.8 million in FY75, an expected \$2.8 million in FY76, and a minimum of \$2.0 million in FY77 even without expected but unspecified federal funds. The challenge was passed to the ten district library systems, and it remains there at this time, to prove that the promise of better library service through cooperative endeavor can be effectively carried out. Continued public support of this concept may rest on their forthcoming record of performance.

III. STATE GOVERNANCE OF THE LIBRARY SYSTEMS ACT

The State of Texas has a single organization concerned with all libraries within its borders--the State Library. Other state agencies are also concerned with certain specific library sectors, such as institutional libraries, school libraries, and academic libraries. Cities and counties support local public libraries, and the sponsorship of special libraries is varied indeed. The State Library provides a point of convergence for mutual library interests; it is by law both the servant of the entire library community and the administrative arm of the State in library matters. The organization of the State Library is depicted on the following page (Chart 1).

In recent years the State Library has been given additional duties to assist public libraries in particular. This has been in response to federal initiative and funding, and more particularly in recent years to the mandate of a new state law, the Library Systems Act of 1969.

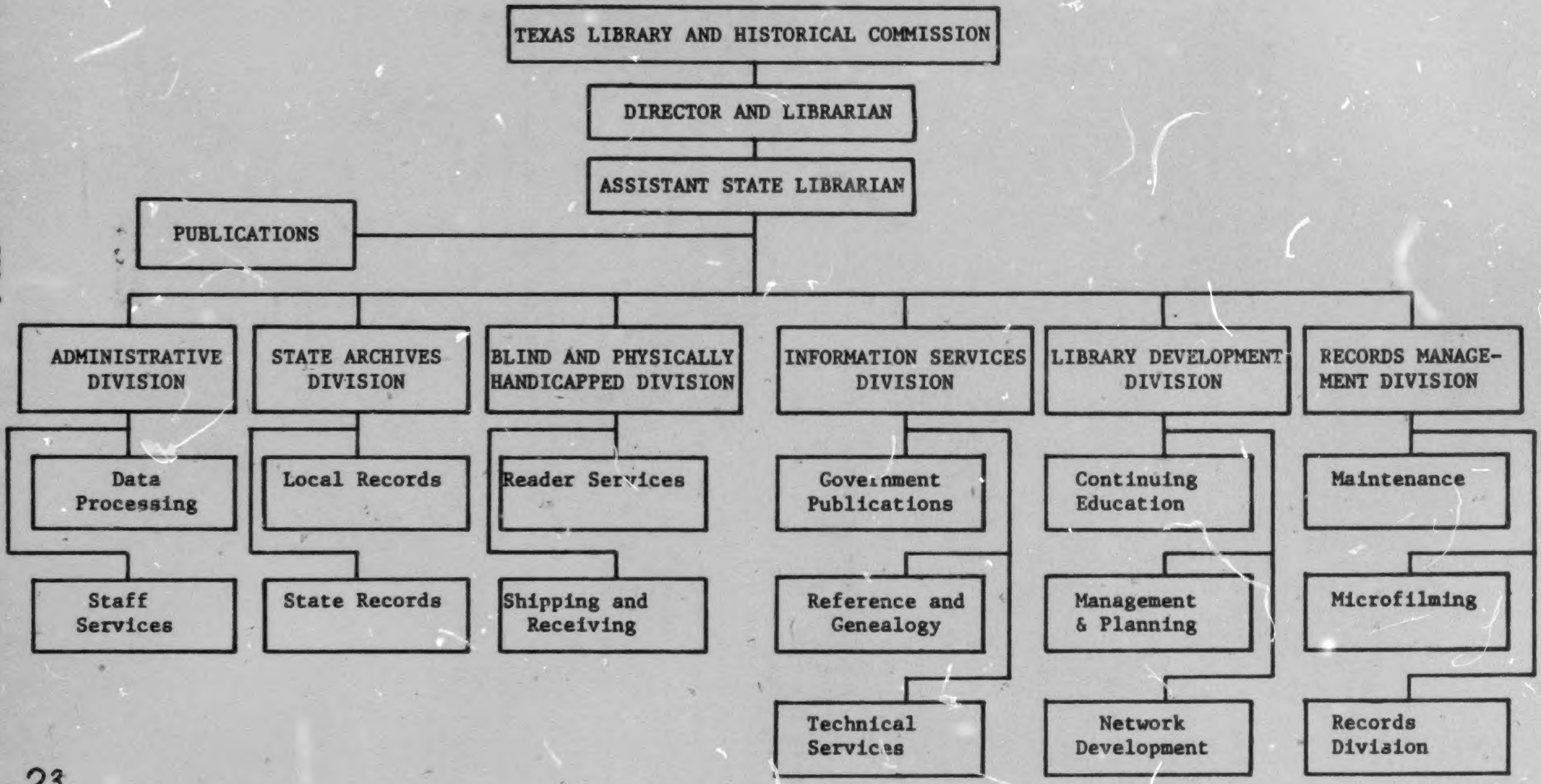
The Governor of Texas influences directly the affairs of the State Library in all its concerns through his appointive power, budgetary controls, and political leadership. The Legislature has the power of legal enactments and appropriation based on its judgment of the value of each program of the Library. The responsibility of the agency to these executive and legislative branches of the State is reflected daily in every major decision of the officers and personnel of the State Library.

Membership in the systems, a measure of system impact, has grown steadily over the years as more libraries succeeded in qualifying for accreditation. The total number of public libraries reported annually can vary on the basis of counting methods as well as factors of establishment. For example, the formation of a county system embracing several city libraries has had the effect at times of reducing the number in the data--a mere paper change. Keeping this in mind, the total number of members of the respective library systems has grown over the years as follows:

Size	1971	1972	1973	1974	1975
I (MRC)	10	10	10	10	10
II	44	49	50	53	57
III	111	141	158	166	180
Total	165	200	219	229	247

CHART 1

ORGANIZATION OF THE TEXAS STATE LIBRARY
December 1975


TEXAS LIBRARY AND HISTORICAL COMMISSION
DIRECTOR AND LIBRARIAN
ASSISTANT STATE LIBRARIAN
PUBLICATIONS
ADMINISTRATIVE DIVISION
Data Processing
Staff Services
STATE ARCHIVES DIVISION
Local Records
State Records
BLIND AND PHYSICALLY HANDICAPPED DIVISION
Reader Services
Shipping and Receiving
INFORMATION SERVICES DIVISION
Government Publications
Reference and Genealogy
Technical Services
LIBRARY DEVELOPMENT DIVISION
Continuing Education
Management & Planning
Network Development
RECORDS MANAGEMENT DIVISION
Maintenance
Microfilming
Records Division

The 247 current membership represents 67 percent of the 1975 total of 368 public libraries and serves 90 percent of the population served by public libraries. Very few of the non-member libraries currently meet membership requirements.

State Library and Historical Commission

The State Library and Historical Commission (hereafter generally referred to as Library Commission or Commission) was created in 1909 by act of the Texas Legislature. It is composed of six members appointed by the Governor and approved by the Senate, who hold membership for terms of six years. The responsibilities of the Commission have been augmented from time to time. The 1961 legislature made quite clear that the "Commission shall be responsible for the adoption of all policies, rules and regulations so as to aid and encourage libraries,..." It is notable that there is no reference in this grant of authority to any particular type of library, such as public, academic, school, or special library. The authority is broad, in effect charging the Commission to encourage all libraries regardless of clientele, organization, source of financial support, type of collection, or other distinctions commonly applied among librarians.

The Commission also is charged in the same article to "aid those who are studying the problems to be dealt with by legislation," which appears to deal with legislation broadly, including legislative questions dealing with libraries.

The law also provides (Art. 5436, Vernon's Rev. Civil Statutes) that "the Commission shall conduct library institutes and encourage library associations." The implications of these provisions include an in-service educational role for the State Library on behalf of all libraries, and professional and library development through associations of librarians.

Some of the legal provisions relating to the Library Commission relate to its role in connection with public libraries in particular, as institutions of special interest to the State. A basic responsibility of the Commission is "to adopt a state plan for improving public library services and for public library construction." The law specifically calls for the plan to include county and municipal libraries, and calls for it to specify "a procedure by which county and municipal libraries may apply for money under the state plan..." The Commission is authorized to enter into contracts with local authorities for meeting federal requirements in the expenditure of federal funds for improving public libraries, and to accept and administer federal funds for that purpose.

The Commission has a consultative role with respect to public libraries, being charged by law with giving advice regarding the establishment of public libraries, and in operational aspects including book selection, cataloging, and library management (Art. 5436a, Vernon's Rev. Civil Statutes).

A critical responsibility of the Library Commission is the appointment of a Director and Librarian, commonly referred to as the State Librarian, who is the executive officer of the Commission.

The Commission's Responsibilities Under the Library Systems Act of 1969

Additional duties and responsibilities were assigned to the Library Commission by the Library System Act of 1969. This law called for the Commission to establish a state library system, and proceeds to define the system. The implications of the law are clearly that said state system actually will consist of several federations of local public libraries, having specified a minimum geographical area and population. These federations, as district systems, are to work in concert with the State Library to carry out a program of service on behalf of the citizens of the State superior to what can be done by libraries operating in isolated fashion. To carry out the objectives of law, the Commission was authorized to approve an initial plan for the state system, establish Major Resource Systems, designate certain libraries to become a Major Resource Center (MRC), contract with each MRC to coordinate a federation of libraries in carrying out the plan's objectives, and set the standards for membership of libraries in the system. An important limitation on the authority of the Commission appears to be a requirement of local approval for changes in the geographic boundaries of the Major Resource Systems. Other authorities and duties are dealt with in more detail in other sections of this report.

Chart 2 on the following page graphically portrays organizational relationships established by the Library Systems Act.

State Librarian

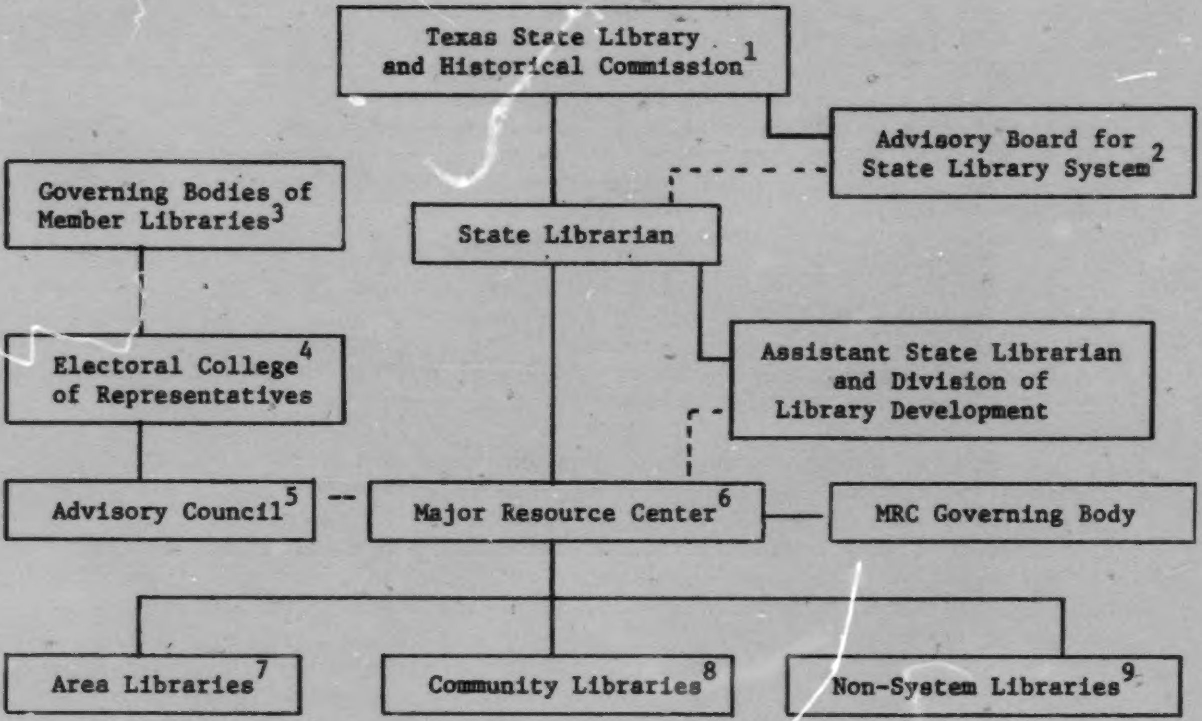
The State Librarian is the executive and administrative officer of the Commission. As such he assists the Commission in the formulation of policy and carries out the programs authorized by the Commission in accordance with law. He appoints, subject to Commission approval, personnel of the State Library. He is also required to ascertain the condition of all public libraries and report the results.

The 1969 Library Systems Act greatly increased the responsibilities of the State Librarian. He is the chief executive of the Commission in implementing this law. He prepares an annual plan for development of the system, administers the program of state grants, and promulgates the rules and regulations. In practice he delegates certain responsibilities to the Assistant State Librarian and the Division of Library Development.

State Library Advisory Board

This body was created by the Library Systems Act to advise the Commission and the State Librarian with respect to systems policies. The five members are all librarians and serve for three years. They are required to advise the State Librarian regarding rules and regulations formulated by him. In practice they are consulted broadly on operations

CHART 2
ORGANIZATION OF THE TEXAS STATE LIBRARY SYSTEM UNDER THE LIBRARY SYSTEMS ACT OF 1969


Texas State Library and Historical Commission[1]
Advisory Board for State Library System[2]
Governing Bodies of Member Libraries[3]
State Librarian
Electoral College of Representatives[4]
Assistant State Librarian and Division of Library Development
Advisory Council[5]
Major Resource Center[6]
MRC Governing Body
Area Libraries[7]
Community Libraries[8]
Non-System Libraries[9]

---

[1] The Commission has six members appointed by the Governor.

[2] The Advisory Board is composed of five members, librarians, appointed by the Commission.

[3] Library Boards, city councils, or commissioners courts as the case may be for each member library.

[4] The law does not use the term "electoral college," but it is descriptive of the group composed of one representative of each governing board which meets once each year to elect two members to the Advisory Council.

[5] Advisory Council is composed of six members, one of [illegible] be from the governing board of the Major Resource Center.

[6] A public library, currently one of ten, designated by the Commission and accepted by the governing body of the library to provide central system service and contract for state assistance.

[7] Area libraries are designated by the Commission to serve a surrounding area with the geographical boundaries of a designated system, and accepted by its governing body.

[8] Community libraries are accredited by the Commission for membership in a system, and may join by action of its governing body.

[9] Non-system libraries are encouraged to meet standards for system membership.

under the Systems Act. Current membership consists of two public librarians, a school librarian, and two academic librarians.

Division of Library Development

This Division of the State Library, headed by a Director, supplanted the former Field Services Division in 1972. It consists of three operating sections, Continuing Education, Management and Planning, and Network Development, all of which have concerns involving the public library systems. Full-time planning and administration of systems matters are carried out in this Division. It is the major operating arm of the State Library for executing responsibilities under the Library Systems Act.

Establishment of the Division. Many view the Division of Library Development as having evolved from the Field Services Division of the Texas State Library. Although the new division was never intended to be simply a reorganization of the Field Services Division, this fact is often obscured due to the similarity and chronology of events during the period of transition. In fact, the one supplanted the other.

Program documentation on the early years of the Field Services Division is limited, but it was established to provide extension loan, institutional consulting services, and consulting services to public libraries through a regionally based staff, a concept originated by the State Librarian. The state was divided into six field service areas, with a field consultant and part-time secretary assigned to each of the following areas:

1. Dallas MRC Area (now District 5, the Northeast Texas Library System).
2. Houston MRC Area (now District 8, the Houston Area Library System).
3. Austin MRC Area (now District 3, the Central Texas Library System).
4. South Texas Area (now Districts 4 and 10, the Corpus Christi Area Library System and the San Antonio Major Resource System).
5. West Central Texas Area (now Districts 1 and 7, the Abilene Major Resource System and the Fort Worth Major Resource System).
6. West Texas Area (now Districts 2, 6, and 9, the Texas Panhandle Library System, the Trans Pecos Library System, and the Lubbock Area Library System).

The division maintained an active field consulting program from the mid-1960's through 1973. Organizationally, the division was staffed by a director, an assistant director, a secretary, an institutional consultant, the field consultant staff, staff assigned to the extension loan operations and professional librarianship collection, and clerical support. Personnel for the field consultant positions were originally recruited as "generalists," with the job description for the positions requiring "a Masters Degree in Library Science plus public library experience."

Regional offices were leased and maintained in San Antonio, Houston, Dallas, Stephenville (for the West Central Texas Area), and El Paso or Lubbock depending on the preference of the field consultant assigned to the West Texas Area. The division's director, secretary, and the Austin MRC Area field consultant were housed in the State Library.

In addition to a 1970 base salary of $9,860, field consultants were reimbursed at the rate of 10 cents a mile for official travel, and $16 a day for trips involving overnight absences from the regional office. The division's operations were funded with LSCA funds with the exception of the division director and secretary, whose salaries were paid by the State Library.

Field consultants performed a variety of general consulting and technical assistance activities including assisting libraries in preparation of grant and system membership applications, compiling annual reports, and encouraging library participation in various Texas State Library programs. Two workshop series were also conducted annually on topics of interest to area libraries. Consultants also were available for speeches and presentations to civic, community, and library-related groups, and for participation in the presentation and defense of local library budgets to city and county governments. The Austin-based staff member devoted approximately one-half time to administrative tasks including processing of grant and system membership applications, and related duties.

Each consultant was expected to visit every library in the assigned area at least once a year. This requirement coupled with the size of the six areas, and the directive in the original job description that "fifty percent of working time...be spent in travel," earned the field consultants their unofficial title of "road runners."

The services of the division were generally welcomed by the library community, and were particularly appreciated by the smaller libraries of the state. Numerous favorable comments about the "road runners" were elicited by the questionnaire used in this study. Among the field staff, however, it became apparent that a redirection toward more specialized consulting assistance was needed. The prospect of reorganization of the division along the lines of subject specialization was discussed at a meeting held late in 1972, but no decision was reached primarily because of the lack of subject expertise among the existing staff. Subsequent events in the spring and summer of 1973 were to render such decision academic.

President Nixon's impoundment of LSCA funds appropriated for fiscal year 1973 and proposed zero-funding for fiscal year 1974 threatened the existence of the Field Services Division. Faced with the uncertainty of continued federal funding, the inability to continue both a program of field services and grants-in-aid without federal support, the Field Service Division was reevaluated as a part of a general redefinition of the role of the State Library within the framework of funding uncertainties and the pending implementation of the Library Systems Act of 1969. From discussions begun in late spring 1973, it was concluded that the role and goals of the Field Services Division were no longer valid. Consequently, a new organizational component of the Texas State Library, called the Department of Library Development, was established effective September, 1973.

As conceived and structured, the new department represented a response to the role of the State Library mandated by the Library Systems Act. Originally consisting of a director, a coordinator of library systems and network, a coordinator of continuing education, a grants administrator, and a clerical supervisor, the Division of Library Development evolved to its present form in 1974, which is discussed in the following section.

Organization and Functions of the Division of Library Development. The current organization and staffing of the Division of Library Development is shown in Chart 3. In its present form the division consists of three departments organized along functional lines and reporting to the division director. The major responsibilities of each component of the division are discussed briefly below.

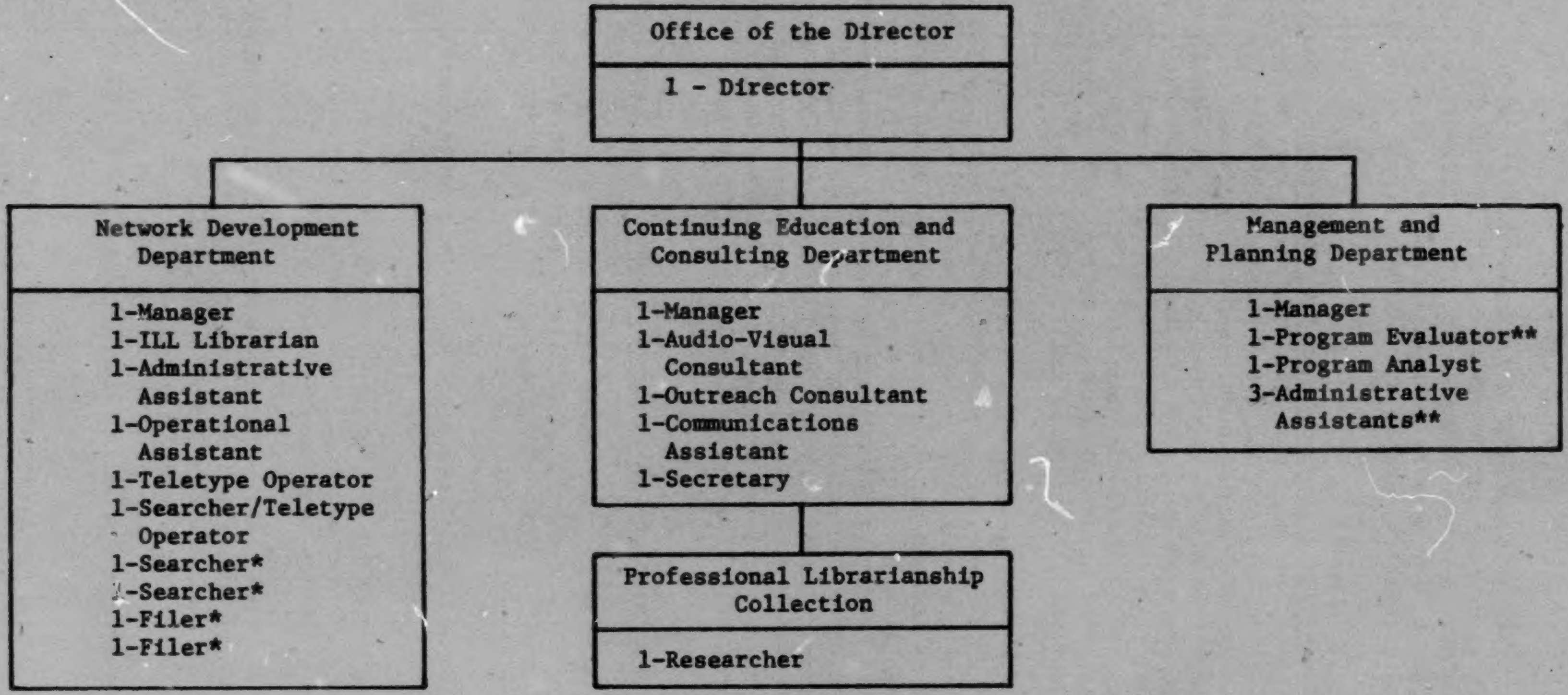
(1) Office of the Director. As the chief administrative officer of the Division of Library Development, the director is responsible for the overall direction, planning, financial management, and supervision of the division's three departments within the framework of the State LIbrary policies and applicable rules and regulations of the Library Services and Construction Act and the Library Systems Act. One of the six division directors of the State Library, the director works under the general administrative direction of the Assistant State Librarian, and confers frequently with the Assistant State Librarian and the State Librarian regarding budgetary, administrative, and operational matters pertaining to the division. Supervision is exercised over all assigned personnel.

(2) Network Development Department. This department is charged with responsibility for the planning, operation, coordination, and evaluation of the Texas State Library Communications Network (TSLCN), and the compilation and publication of the Texas Numeric Register (TNR). Work of the department includes the negotiation, preparation, and supervision of contracts and performance standards for network services; staff development, including training materials and training sessions, for personnel of interlibrary loan referral centers; and evaluation of network performance and the preparation of proposals for changes in network configuration and operating procedures. As a part of its planning responsibilities, the department maintains liaison with public, academic, special, school, and other state libraries, and consortia on the development of library networks, resource sharing, and cooperative planning.

The Manager of Network Development executes the planning, budgetary, contractual administration, personnel, and supervisory functions of the department with the assistance of the Interlibrary Loan Librarian and an Administrative Assistance. Primarily responsible for the day-to-day operations of TSLCN, the Interlibrary Loan Librarian assigns, supervises, and coordinates the work of the department's Teletype Operators, the Operational Assistant (who conducts bibliographic searches and maintains TSLCN records), and

CHART 3

ORGANIZATION AND STAFFING OF THE LIBRARY DEVELOPMENT DIVISION TEXAS STATE LIBRARY


Office of the Director
1 - Director
Network Development Department
1-Manager
1-ILL Librarian
1-Administrative Assistant
1-Operational Assistant
1-Teletype Operator
1-Searcher/Teletype Operator
1-Searcher*
1-Searcher*
1-Filer*
1-Filer*
Continuing Education and Consulting Department
1-Manager
1-Audio-Visual Consultant
1-Outreach Consultant
1-Communications Assistant
1-Secretary
Professional Librarianship Collection
1-Researcher
Management and Planning Department
1-Manager
1-Program Evaluator**
1-Program Analyst
3-Administrative Assistants**

*Denotes half-time position.

**Funding for the Program Evaluator position and one Administrative Assistant position is currently authorized through June 30, 1976.

two part-time Searchers. The Administrative Assistant coordinates the Texas Numeric Register Project and supervises two half-time Filers engaged in maintaining the TNR. Additional duties of the position include coordination of arrangements for network training sessions, compilation of network performance statistics, and delegated administrative and secretarial tasks.

(3) Continuing Education and Consulting Department. Designed to provide consulting services and continuing education programs to Major Resource Systems, public institutional, and state agency libraries, the Continuing Education and Consulting Department also provides technical assistance to library trustees and citizens interested in establishing or improving local library services. The department is directed by a manager who is responsible for the planning, implementation, and evaluation of the programs of the department including workshops, the development of printed and audio-visual training materials, newsletter publication, and the maintenance of a professional librarianship collection.

In addition to the manager and a secretary, the department includes four positions. The Audio-Visual Consultant is responsible for the development, implementation, and evaluation of consulting services and continuing education programs related to non-print media materials and audio-visual services. Responsibility for continuing education and consulting in the area of outreach and institutional consulting services is assigned to another consultant position. The Communications Assistant coordinates workshop arrangements and production of workshop materials, edits the bi-monthly departmental newsletter, Library Developments, and performs related clerical tasks. Maintenance and provision of library services related to the department's professional librarianship collection is performed by a professional librarian.

(4) The Management and Planning Department. The Management and Planning Department is responsible for discharging the duties of the Texas State Library as mandated by the Library Services and Construction Act (LSCA) and the Library Systems Act (LSA). Generally charged with planning, monitoring, and evaluating a statewide network of regional library systems, the department performs the following primary functions:

a) Prepares and periodically updates a long-range plan for statewide library development.

b) Designs reporting instruments and procedures for the collection and analysis of data to assess the status of Texas library services.

c) Establishes and implements a system to administer state and federal grants and negotiates, prepares, and monitors countract performance standards in accordance with state and federal statutes and regulations.

d) Reviews and recommends funding for LSCA and LSA project applications.

e) Establishes procedures and criteria to evaluate Major Resource Systems' and local library performance, and to provide program documentation required by LSA and LSCA.

f) Provides assistance to the Major Resource Systems in planning and implementing cooperative library programs.

g) Studies and recommends new or revised legislation or policies for the improvement of library services.

h) Obtains citizen input for statewide planning and development through the Library Systems Act Advisory Board, Library Services and Construction Act Advisory Council, and other advisory bodies.

i) Prepares training materials and conducts training sessions for system coordinators.

Headed by a manager, the department is staffed by a Program Evaluator, a Program Analyst, and three Administrative Assistants.

Systems Operations at the State Level

The concerns of the State Library with respect to development and operations face in two distinct directions. The first is toward the responsibility which it has been given by the Legislature and Governor for the operation of the Systems Act and the requirement of accountability for stewardship in this regard. The other is toward the goal of aiding public libraries to reach higher levels of service to the millions of patrons in Texas. These twin endeavors, sometimes appearing to be in conflict and subject to misunderstanding by parties who understand mostly one or the other, require a careful balancing and a flexible approach. Either excessive demands upon the public libraries applied in greater measure and sooner than their understanding and ability to adjust, or failure to achieve a reasonable degree of progress in library development in the eyes of the state government, could prejudice the long-sought program which was ushered in by the Systems Act. The State Library, in its operations under the Act is required to steer a course that will bring about library development in terms of quality and speed that will satisfy both the funding source--the State--and the implementing agencies--the public libraries. These dual concerns need to be kept in mind in reading the following discussion of operations of the library systems in terms of the administrative imperatives faced by the State Library.

Accountability to state government. More and more, as public expenditures have increased as a percentage of national income, governments are asking what benefits are derived. The State of Texas has recently instituted zero-based budgeting as a managerial scheme to provide program measurements and relate them to dollars expended. The State Library is subject to this procedure.

However, the State Library is not solely affected by the need for accountability. For those programs involving participation of aided libraries, and especially in the operation of library systems, the recording and reporting of performance and related costs cannot be done by the State Library alone. It requires the participation of every library in the system.

For the public libraries and the systems composed thereof the value of this comparative data is also important in planning and management. Therefore, the legal and political necessity of reporting performance data to the State is a form of self-service, both in securing managerial information for libraries' own use and for encouraging continued financial and program support from the state government.

Responsibility to library systems. The State Library has certain legal responsibilities to the ten Major Resource Systems set up under the Act. A signally important one is to prepare annually a plan of library development for public libraries of the State.

In practice, the leadership and coordinative roles of the State Library are critical to the full realization of system potential, as can be seen in efforts to bolster the strength of cooperative efforts, provide guidance in standards, and promote understanding of the program potentials in areas of little or no previous experience. Clearly implied is the State Library's responsibility for encouraging intersystem collaboration, a matter of particular importance to the top fifteen or twenty public libraries, but one which also can vitally influence all libraries in regard to certain services where the artificial boundaries of district systems have little meaning. The State Library also is expected to receive and consider the mutual concerns of all types of libraries interfacing with system libraries. Similarly, the State Library has the implied responsibility of examining the state's potential role in multi-state and national system matters and participating in these wider concerns under the broad mandates of state law on behalf of all libraries.

Rules and regulations adopted under the Act. The State Librarian, in accordance with the Act, proposed rules and regulations for the administration of the systems and these were adopted by the Commission. In force for four years, they were revised in 1975 to serve for the third biennium of the Act. They are an important feature for adjusting the cooperative systems to meet current needs and to correct observed shortcomings. The recent changes constitute a catalog of needs and deficiencies which arose from the early years of operations. The four subject areas in the rules and regulations are:

(1) Minimum Requirements for Major Resource Systems
(2) Minimum Requirements for Major Resource System Membership
(3) Allocation of State Grants-In-Aid
(4) System Advisory Council Elections

The principal elements of the rules and regulations are mentioned later in the study in sections relating to their respective topics.

Funding of Systems by the State

The Systems Act provides a formula for the distribution of state funds to the Major Resource Systems: twenty-five percent is apportioned equally and the remaining seventy-five on a per capita basis according to the most recent decennial census after having first provided for the administrative expenses of the State Library. The first distribution under this formula followed the FY72 state appropriation of $50,000 for library systems, and this same amount was made available each year thereafter through FY75. None of the $50,000 was used by the State Library.

Due to the small amount of the state appropriations, $1.8 million in federal funds was allocated to systems development in FY75 as previously mentioned. The state formula was utilized for guidance, but the funds were not distributed precisely according to it. In the sixth year following passage of the Act in 1969 the cooperative systems finally were satisfactorily funded.

To maintain the momentum of systems operations achieved in FY75 it was considered essential to gain a satisfactory level of state funding for succeeding years. Furthermore continuity of federal funding was often questioned and in practice sometimes delayed. Therefore, the State Library, with widespread support of public libraries throughout the State, submitted budget requests to the Legislature asking for substantial systems funding in FY76 and FY77. Actual appropriations made were for approximately $1,000,000 and $2,000,000 respectively, and meant that the Systems Act would at last, in its seventh and eighth years, receive important state financial support.

Federal funds were again expected for FY76 and the State Library, in a substantial effort to support the systems concept, decided to allocate $1.8 million of these funds to systems, making the combined total $2.8 million for that year. This exceeded the previous year by one million dollars--the amount of the state appropriation. With the appropriation made by the State for systems operations in FY77, plus federal funds in a yet unknown amount, the prospects of system financing in that year is also good.

In summary, funding to date under the 1969 Systems Act is as follows:

Fiscal Year	Systems Allocations: State Funds: Planning[1]	Systems Allocations: State Funds: Operations[2]	Systems Allocations: Federal Funds	Total
1969-70	$25,000	---	---	$ 25,000
1970-71	25,000	---	---	25,000
1971-72	---	$ 50,000	----	50,000
1972-73	---	50,000	---	50,000
1973-74	---	50,000	---	50,000
1974-75	---	50,000	$1,800,000	1,850,000
1975-76	---	1,000,000[3]	1,800,000	2,800,000
1976-77	---	2,000,000[3]	?	?

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[1] To cover planning costs by State Library.

[2] Does not include State Library expenditures for system administration.

[3] Approximate.

Financial Support and Operations of the Interlibrary-Loan Program

In 1968, a year prior to passage of the Library Systems Act, the State Library initiated an interlibrary loan system. This endeavor has steadily grown in importance. Through the introduction of a bibliographic file called the Texan Numeric Register, based on the collections and acquisitions of the ten MRC's and a growing number of academic libraries, the ILL volume in FY75 reached 56,524, which represented an increase of 38% over the previous year. Continued rapid increase in public use of the ILL program is expected.

Although widely conceived of as a system service, the State Library provides for its funding separately from systems operations, except for collection enrichment paid from system funds. Separate contracts are made with the ten MRC's for ILL operations and funds are distributed on the basis of ILL volume rather than the systems formula.

The relationship of ILL with system membership and operations became even more tenuous on December 1, 1975, by institution of a policy that all public libraries would receive ILL services, thereby eliminating accreditation and system membership as prerequisites. Furthermore, as of that date, all Area Libraries no longer were loan libraries and, along with community libraries, became only consumer libraries of ILL. This change followed a study made by the State Library which indicated that the reimbursement rates per ILL transaction made the service too expensive for the results obtained. In some instances the rapidity of response was found to be too slow. The fill rate for ILL requests made to Area Libraries was also too low in relation to the reimbursement costs. Current technology for facilitating ILL also was considered by the State Library as inadequate for broadening ILL lending participation, although improvements in this aspect are foreseen.

In terms of financial accounting, the December 1975 change also provided that the State Library would thereafter reimburse the ten MRC's on the basis of staff needed (according to a time study of ILL operations in several libraries made by the State Library) and other tangible costs, rather than on a transactions basis as previously. Participating academic libraries, constituting collections of last resort, are not currently recompensed for services rendered. Their volume in FY75 was 12.4 percent of total transactions. Total ILL transactions are still less than one percent of the combined circulation of the ten MRC's.

An important feature of the recent change is that ILL in Texas, contrary to some other states where ILL is at the heart of systems development, has now moved distinctly in the opposite direction. It is a statewide system in its own right, coordinated and funded directly by the State Library. It is not a delegated operation locally planned and directed, and in the sense of the Library Systems Act of 1969.

In one aspect, however, system funding supports ILL in an important way, namely funds for collection enrichment. Most MRC's have used system funds to buy books for their own collections, and those serving the larger populations and thereby receiving the larger amounts of state funds have tended to use a larger percentage of funds for materials. However, one MRC has used no system funds for its own collection.

The state budgets for ILL over the years (not including system funds) have been as follows:

ILL Budget

Fiscal Year	State Library Expense	Service Contracts With Lending Libraries	Total
1973-74	$55,888	$281,345	$337,233
1974-75	54,255	270,000	324,255
1975-76	88,176	382,624	470,800

IV. THE ORGANIZATION AND OPERATION OF MAJOR RESOURCE SYSTEMS

The Library Systems Act of 1969 provides that public libraries within a designated geographical district, termed a Major Resource System, may organize cooperatively to improve services. The State Librarian was required to submit a plan for the establishment of the State Library System, following which the Commission acted on said plan under authority to establish and develop Major Resource Systems. Such system is composed of a Major Resource Center as headquarters (advised by an Advisory Council of lay members of local governing bodies) and voluntary member libraries accredited by the State Library. These elements have already been set forth in Chart 1 .

Rules and regulations adopted by the Library Commission amplify the law by requiring that counties in each system be contiguous and system boundaries coterminous with those of Council of Governments unless special permission is obtained.

Legal Requirements for System Designation

The requirement of law that a Major Resource Center, the system headquarters, serve a population of 200,000 or more limits the maximum number of systems in Texas on this basis to 66 under the 1970 census. The requirement that it serve at least 4,000 or more square miles limits the number to a maximum of 55.

Clearly, there was no inclination in 1969 to designate the maximum number of systems. Ten systems were named, with apparent emphasis on similarity in area and the existence of a public library large enough to serve as headquarters. Actually the districts had previously been identified and had been used in the organization of field services by the State Library. They were organized around the following major public libraries located in the following cities:

Abilene
Amarillo
Austin
Corpus Christi
Dallas
El Paso
Fort Worth
Houston
Lubbock
San Antonio

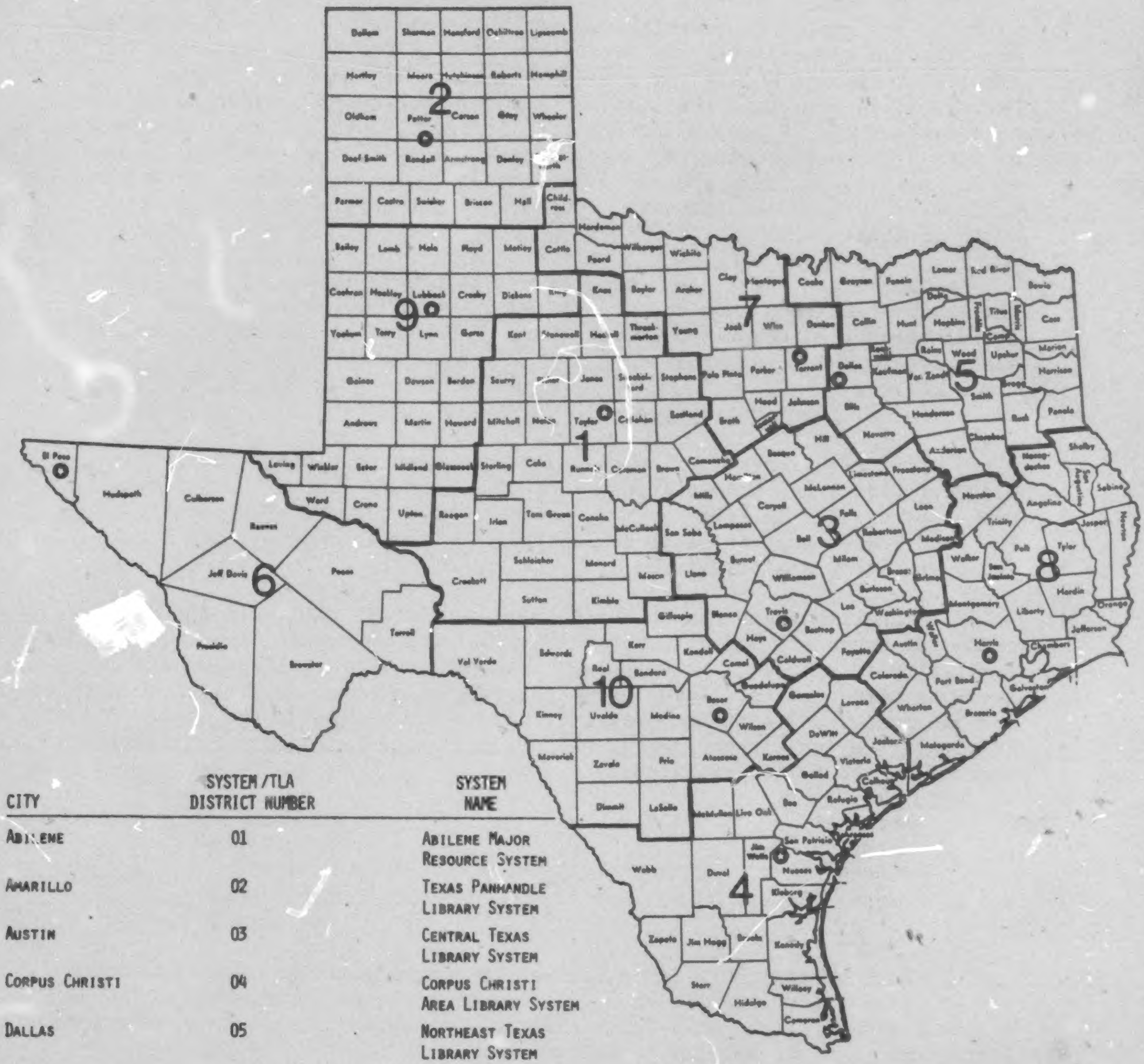
Each of the above libraries was duly designated a Major Resource Center, and thereby made eligible to become a system headquarters. Map A, on the following page, sets forth existing boundaries, which have undergone little change since initial establishment.

MAP A

TEXAS REGIONAL LIBRARY SYSTEMS

AND

TEXAS LIBRARY ASSOCIATION DISTRICTS


2
9
7
5
1
6
3
8
10
4
Dallam
Sherman
Hansford
Ochiltree
Lipscomb
Hartley
Moore
Hutchinson
Roberts
Hemphill
Oldham
Potter
Carson
Gray
Wheeler
Deaf Smith
Randall
Armstrong
Donley
Parmer
Castro
Swisher
Briscoe
Hall
Childress
Hardeman
Bailey
Lamb
Hale
Floyd
Motley
Cottle
Foard
Wilbarger
Wichita
Clay
Montague
Cooke
Grayson
Fannin
Lamar
Red River
Bowie
Cochran
Hockley
Lubbock
Crosby
Dickens
King
Knox
Baylor
Archer
Yoakum
Terry
Lynn
Garza
Kent
Stonewall
Haskell
Throckmorton
Young
Jack
Wise
Denton
Collin
Hunt
Hopkins
Titus
Cass
Gaines
Dawson
Borden
Scurry
Fisher
Jones
Shackelford
Stephens
Palo Pinto
Parker
Tarrant
Dallas
Kaufman
Van Zandt
Wood
Upshur
Marion
Harrison
Smith
Gregg
Andrews
Martin
Howard
Mitchell
Nolan
Taylor
Callahan
Eastland
Erath
Hood
Johnson
Ellis
Navarro
Henderson
Rusk
Panola
El Paso
Loving
Winkler
Ector
Midland
Glasscock
Sterling
Coke
Runnels
Coleman
Brown
Comanche
Hamilton
Bosque
Hill
Limestone
Freestone
Anderson
Cherokee
Nacogdoches
Shelby
San Augustine
Sabine
Hudspeth
Culberson
Reeves
Ward
Crane
Upton
Reagan
Irion
Tom Green
Concho
McCulloch
Mills
Coryell
McLennan
Falls
Leon
Houston
Trinity
Angelina
Jasper
Newton
Lampasas
San Saba
Bell
Robertson
Madison
Walker
Polk
Tyler
Jeff Davis
Pecos
Crockett
Schleicher
Menard
Mason
Llano
Burnet
Milam
Brazos
Grimes
San Jacinto
Hardin
Presidio
Brewster
Terrell
Sutton
Kimble
Gillespie
Blanco
Williamson
Travis
Bastrop
Lee
Burleson
Washington
Waller
Montgomery
Liberty
Orange
Jefferson
Val Verde
Edwards
Kerr
Kendall
Comal
Hays
Caldwell
Fayette
Austin
Harris
Chambers
Real
Bandera
Guadalupe
Gonzales
Colorado
Fort Bend
Galveston
Kinney
Uvalde
Medina
Bexar
Wilson
Lavaca
Wharton
Brazoria
DeWitt
Jackson
Matagorda
Maverick
Zavala
Frio
Atascosa
Karnes
Victoria
Goliad
Calhoun
Dimmit
LaSalle
McMullen
Live Oak
Bee
Refugio
San Patricio
Aransas
Webb
Duval
Jim Wells
Nueces
Kleberg
Zapata
Jim Hogg
Brooks
Kenedy
Starr
Hidalgo
Willacy
Cameron

CITY	SYSTEM/TLA DISTRICT NUMBER	SYSTEM NAME
ABILENE	01	ABILENE MAJOR RESOURCE SYSTEM
AMARILLO	02	TEXAS PANHANDLE LIBRARY SYSTEM
AUSTIN	03	CENTRAL TEXAS LIBRARY SYSTEM
CORPUS CHRISTI	04	CORPUS CHRISTI AREA LIBRARY SYSTEM
DALLAS	05	NORTHEAST TEXAS LIBRARY SYSTEM
EL PASO	06	TRANS PECOS LIBRARY SYSTEM
FORT WORTH	07	FORT WORTH MAJOR RESOURCE SYSTEM
HOUSTON	08	HOUSTON AREA LIBRARY SYSTEM
LUBBOCK	09	LUBBOCK AREA LIBRARY SYSTEM
SAN ANTONIO	10	SAN ANTONIO MAJOR RESOURCE SYSTEM

Major Resource Center

The designation of a Major Resource Center (MRC) is made by the State Library with the agreement of the respective public library. The MRC assumes responsibility for planning, organizing, staffing, and directing system services. Monies received for the program are deposited with city government operating the MRC, are expended by the MRC for systems purposes, and are subject to audit.

An annual plan of service is prepared by the MRC, in consultation with an Advisory Council, and submitted to the State Librarian. Under an opinion of the Attorney General of Texas (Opinion No. H-690, 12 Sep 75) the Commission may accept or reject such plan. If rejected, grants may then be made to member libraries in the system, or to a newly designated MRC, or libraries assigned to another MRC. In practice, the State Library has worked with MRC's to develop acceptable plans of service. However, state policy with respect to FY76 was to give full reign to planning and program formulation by the ten MRC's, and the State Library's participation was limited mostly to technical and accounting concerns.

Governing Bodies of Member Libraries

The governing body of each member library, as a part of the annual library accreditation process, agrees with the State Library to designate one of its members as a representative for the purpose of electing, in concert with all other representatives, members of an Advisory Council for the system.

Electoral College

The group of lay representatives meets as a kind of "electoral college," although not so officially designated. They elect six members from their own number to an Advisory Council for the system. One member, by law, must be the representative of the governing body of the MRC. This election is the only official function that this group is called upon to perform.

Advisory Council

The Advisory Council to each Major Resource System is composed of six lay members, serving overlapping terms of three years each and limited to two consecutive terms. The Council's duties are set forth in the Act. As a liaison agency between the member libraries and their governing bodies and library boards, they are charged to:

(1) advise in the formulation of the annual plan for service to be offered by the system,
(2) recommend policies appropriate to services needed,
(3) evaluate services received,
(4) counsel with administrative personnel, and
(5) recommend functions and limitations of contracts between cooperating agencies.

It was found necessary in 1975 to expand the rules and regulations with regard to the conduct of elections for Advisory Councils. They encourage broad geographical representation on each Council, and provide for election of a chairman, vice chairman, and secretary. They also prescribe means for designating lay representatives to the "electoral college," and filling vacancies.

Library Membership

The requirements for membership in a system are set forth partly in the Act but mostly in the rules. Three classes of membership are prescribed by law: Major Resource Center, Area Library, and Community Library, and the State Commission is authorized to establish the criteria for each class, which have been set forth as follows:

Major Resource Center	Area Library	Community Library
Large Public Library	Medium-sized library	Small library
Serves population of 200,000+	Serves population 25,000+	Serves less than 25,000 population
Service area of 4,000+ square miles	--------	-------
Legally established	Same	Same
File annual report with State	Same	Same
Receive 50% or more of required per capita support from local taxes	Same	Same
Local funds of $2.00/capita or more	$1.50/capita	$1.00/capita or $5,000 budget
Annual increase in local support until ALA standards are met	Same	Same
100,000 volumes and annual improvement	25,000 volumes and annual improvement	10,000 volumes and annual improvement

(cont.)

Major Resource Center	Area Library	Community Library (cont.)
Adequate staff, including one full-time professional[1] librarian on system duties with adequate support staff	Adequate staff, including at least one professional librarian	Budget allocation for staff
Open 60+ hours/week	Open 40+ hours/week	Population 10-25,000: 30+ hours/week; population to 10,000: 20+ hours/week

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[1] Fifth-year degree in librarianship from ALA accredited Library School.

In actual operation, accreditation and membership have not been strictly required for participation in system activities. Many non-member libraries have received some system services, and the State Library recently eliminated membership as a requirement in FY76 for participation in the highly valued interlibrary loan program.

System Direction by the Major Resource Center

The director of a library designated a Major Resource Center assumes executive responsibility for the system as well. The time required for the new responsibility requires strengthening staff for normal library work in order to give the director time for system concerns, and also additional staff for system operations in order that they, too, will not be overly demanding of the director's time.

With the library as a Major Resource Center, the city's political and administrative staff outside the library becomes involved in various ways. The city council is called upon to agree to the designation of its library as a Major Resource Center with responsibility beyond its normal territorial jurisdiction to allocate resources and deliver services to the library arms of other local governments, both county and city. (The other local governments have no direct authority in this process, but do create an Advisory Council to the MRC.) The city's personnel office is involved in staffing the system coordinator's office and ILL operations, setting salaries, and the like. The finance office of the city receives, disburses, and accounts for system funds. In fact, many administrative agencies of city government are involved in supporting system activities, although they represent only a fraction of their workload. (When previously some of the system-type activities were carried out directly by the Field Services Division of the State Library, these administrative responsibilities corresponded to the State Library.)

In addition to the time of the MRC director spent on system affairs, the assistant director (where such a position exists) is usually involved in system coordination, sometimes to a greater extent than the director. Also, logistical support is provided by the administrative offices of the library itself. However, the principal direction of system activities is provided through a full-time system staff, consisting of a coordinator and such professional and clerical assistants as determined by an annual plan of service. Sometimes the ILL staff also is a part of the coordinator's responsibility (although funds are provided under a separate contract between the MRC and the State Library).

The coordinator is the top employee of the MRC spending full time on system affairs. The incumbent drafts the plan of service and carries out the program as finally adopted. The position is one of involved and delicate relationships, with differing emphases brought to bear from three principal sources: The MRC director, the member libraries, and the Division of Library Development of the State Library. Of these the most direct is the MRC director (or assistant director). In practice the delegation of power varies among MRC's, according to the administrative style of the director and degree of personal interest in and time available for system affairs. It also varies according to the experience and personal qualities of the coordinator, some of whom have years of service in public libraries and others are recent library school graduates. Some MRC's have given higher internal staff ranking to the coordinator than others; all are dependent upon the local municipal salary scales once the responsibilities are defined and the position classified. The member libraries in each system must learn the standing and scope of authority given the coordinator, as well as the preference of the MRC director regarding channels of communication, in order to determine where to direct their comments or requests, and the same is true for the staff of the Division of Library Development.

System Governance in Other States

The experience of other states already has influenced system development in Texas, both in the drafting of the 1969 legislation and in subsequent program ideas. For the current study considerable information was collected in this phase, and will be utilized especially in succeeding phases for analysis of alternatives to the present arrangements. The role of the Special Consultants has been and will be very important in this area.

V. MEMBER LIBRARIES' VIEWS OF SYSTEM GOVERNANCE

All 247 member libraries operating under the Library Systems Act were given the opportunity through questionnaires to give their views on existing governance of the ten systems. A copy of the questionnaire appears as Appendix B. One hundred and seventy-six (71%) responded, including all ten Major Resource Centers, 48 Area Libraries, and 118 Community Libraries. The response rate was best among the largest libraries. A tabulation of responses, combining all ten systems is presented in Appendix C. As one would suspect, responses indicated variances from one system to another. Mention of total responses therefore, does not imply the non-existence of valid differences of view. In the following discussion, intersystem variances will be mentioned when deemed important.

System Impact on Public Libraries

An important question is whether system services have made an impact on library development in Texas despite the fact that only one full year of fully funded operation has transpired and may be evaluated. The majority of member libraries say yes. Over 80 percent of responding libraries said that the quality of library services had increased as a result of joining the system. This was true of all library sizes. Of this number nearly half said that service had increased "significantly." Library usage apparently has reflected the improvement in services, because over 70 percent of the responses reported increased use of the libraries, of which 20 percent deemed the increased use "significant."

However, the "yes" was qualified in one sense by answers to another question. Many librarians appear to believe that if the money were made available to them directly through proportional grants, rather than through a systems arrangement, they could use the money even more effectively. Approximately 42 percent so expressed themselves, and Area Libraries were the size library most prominent in this group. In their comments favoring direct grants, these libraries emphasized better understanding of local needs and "excessive" administrative costs of systems. None addressed the question of services which might not be feasible except on a cooperative basis, or that at least might be accomplished more effectively through combined resources. For some libraries, therefore, among the alternatives they view as feasible for use of state and federal funds, the establishment of cooperative systems, although useful, is not the best. Opinion was not solicited in the questionnaire on whether direct subsidization of individual libraries by the state and federal governments would likely be feasible over the long run, or the effect it might have on the level of local funding.

System Operation Versus Local Authority

As systems began to be organized widely over the country there was some initial fear that their operation might encroach on local authority. This concern has existed in several states. Some occurred in Texas, but the rate of growth of system membership appears to indicate that Texas libraries are satisfied on this point.

This was confirmed by responses to a direct question on this point (IV,10)[1]. Only 10 percent expressed concern about encroachment. Those who answered in this vein were asked to explain. In these instances, however, the comments did not relate to encroachment on the authority of the local library in a traditional sense, but to the respondents' belief that "we have no opportunity to express our ideas or needs," or "local requirements and situations are not always taken into consideration." None indicated encroachment with respect to how local funds are spent, or how the local library is administered, or any other long-standing activity falling within the jurisdiction of units of local government. The principal concern was that at times the systems services came with unwelcome restrictions. Area and Community Libraries appeared to hold these views with respect to Major Resource Centers. One Major Resource Center mentioned that "excessive State control of funding, staffing, quantification, and reporting" tended to be "forceful without consultation with MRC and system members." In this latter case, however, it may be noted that there was no reference to "program content," perhaps because in FY76 the State decided to give full reign to local initiative in designing the services to be carried out.

Library Opinion of Governance at the State Level

The legal requirement of annual plans of service and subsequent reporting of progress constitutes the principal linkage between the State Library and the Major Resource Systems. In addition, the annual plans now have to be related, in terms of accountability, to a new state budgetary system which requires means of measuring actual achievement of objectives. As would be expected, system libraries other than the Major Resource Center, although called upon in varying degrees for input into the respective plans, have had little or no opportunity to view the procedures at close range. To date the paperwork aspects necessary to justify large state appropriations and evaluate results have not spread extensively to member libraries. But it has already been noted that at least one MRC has found the procedures onerous. Nor does there appear to be a universal understanding that such information may also be of managerial value at all levels both for systems operations and internal library management.

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[1] Section IV, question 10, of the questionnaire.

The questionnaire employed in the study raised the question of the adequacy of the structure of governance to bring to bear at the state level the views of system members. The established structure provides that this be done in two ways, through the MRC or through the five-member systems Advisory Board to the Library and Historical Commission, which is comprised of professional librarians.

Because of the evident feeling that libraries as a whole were not receiving formalized and regular opportunities for effectively presenting their views on system matters, in a manner that would reach state level a question was asked if a committee structure of system librarians should be established to assist the Advisory Board in policy formulation (IV,9). Of those responding, 83 percent were in favor of some such organizational arrangement, with all sizes of libraries heavily in favor thereof.

In interviews, MRC directors also expressed their desire to meet periodically as a group with the State Library's staff. Most Area and Community Libraries expressed the opinion that their MRC is effective in representing the system in statewide library concerns (IV, 1).

Like many other facets of systems governance, the point of view of public libraries on the role of the State Library appears to depend upon relationships under previous and current programs. A certain nostalgia could be noted for the field services of the State Library prior to developments under the Library Systems Act. One respondent wrote, "When we had a field consultant that could come to our library and discuss our needs, I felt it was very good for Size III libraries and their staff members." (This library is located in a system in which the MRC has not developed this service to the same extent as in other systems.) Similar views were expressed elsewhere in interviews. This may account in part for the preferences expressed by about 50 percent of the responding libraries for greater participation in system administration by the State Library, of which nearly half expressed a preference for the alternative of system coordination under the State Library with staff offices located in each MRC (IV,6).

Effectiveness of the Major Resource Center in Governance

System members were asked to indicate the effectiveness of the MRC in several respects. On several scales (IV,1) several MRC's rated themselves as less than effective, including encouragement of innovation and experimentation, and in measuring and evaluating progress in library development in the district.

The Area Libraries rated the MRC's as somewhat less than effective on six of the eight measures presented in the questionnaire, which in addition to the above, included fostering cooperation among member libraries, involving member libraries in the formulation of system goals and programs, utilizing the capabilities of member libraries in program execution, and building support for improved local funding. Those activities in which the MRC's were judged effective were developing the annual plan of service and representing the system in statewide library concerns.

Most Area and Community Libraries in their response to the questionnaire, expressed the need for a stronger voice in system affairs. (Also, in interviews with representatives of these Libraries this point was strongly made.) With respect to the effectiveness of the MRC in developing the annual plan of service, one library commented, "How can we know? We are simply told what the plan is." The same library expressed a desire to know more about the activities of other systems in order to have a basis for comparison. Others echoed this sentiment.

It should be noted that some MRC's were more favorably judged than others by members of their systems. Systems with fewer large libraries tended to receive higher marks. In interviews the comment was often heard that "the small libraries are grateful for any help," with the implication that the larger libraries were more demanding of results.

Unquestionably, the most significant judgment by member libraries of system governance by MRC's came in responses to a direct question on this point. The question (Section IV, 6) was answered as shown hereafter.

6. Would you prefer that system coordination activities (i.e. those performed by system staff) be conducted by:

	Library Responses			
	MRC	Size II	Size III	Total
a) field staff headquartered at State Library	1	6	15	22
b) staff located in a Major Resource Center, responsible to the MRC Director	7	15	35	57
c) staff located in a Major Resource Center responsible to the State Library	1	7	32	40
d) a separate system office, responsible to the State Library	1	10	11	22
e) a separate system office, under system Control	0	10	13	23
	10	48	106	164

Almost two-thirds (65%) of libraries responding would prefer that the MRC not perform the coordinative role. Indeed, three of the MRC's themselves expressed their preference to be relieved of the managerial aspects of system operation. In three systems, however, the current directing role of the MRC was supported by a majority of the respondents.

Even though no clearcut preference was expressed for any single alternative means to the current plan, it may be noted that half of the responses to the alternatives presented (not an exhaustive list) favored stronger participation by the State Library itself.

Much of the dissatisfaction with the role of the MRC may have stemmed from the view, expressed by 59 respondents, that their "library has no effective voice in the use of system funds." Others indicated a conflict in role between serving the interests of the system and the MRC's own internal interests.

Locally generated problems. Discussions with MRC representatives and State Library personnel revealed that local personnel policies and financial procedures of the city government of which the MRC is a part causes difficulty in the administration of the district system. A major problem in several instances has been the low salary level for system coordinators and other system staff imposed by the current personnel classification and pay plan of the city. The concept of some MRC directors of the level of duties and responsibilities of the coordinator has also placed the position relatively low in the hierarchy of the MRC.

Problems of MRC's in handling system funds have related to the inability or unwillingness of some city governments to transfer sums to member libraries for system purchases or for provision of system services. For this reason, the State Library in some instances has been required to execute contracts with individual member libraries in addition to the MRC.

The Worth of Advisory Councils in System Governance

Criticisms of the effectiveness of system administration by member libraries carried an implied criticism of the role assigned to Advisory Councils. In addition, several questions were directed specifically to this point. One (IV,8) asked if an Advisory Council is a good organizational means for libraries to channel their views into the decision-making process. In response, MRC's and Area Libraries generally found the Councils less than effective as a mechanism for this purpose, only 32 percent finding them "effective or "very effective," with 10 out of 56 respondents having no opinion. The majority of Community Libraries had no opinion, but those that did gave a majority nod to "effective" and "very effective." Six of the ten MRC's, perhaps in the best position to judge, found the Councils "ineffective" or only "somewhat effective." A similar response was received regarding the effectiveness of Advisory Councils in evaluating system services (IV,7). No attempt was made to correlate the responses with representation on the Council from the governing bodies of responding libraries.

Regarding qualifications for membership on the Councils (IV,8) several alternatives mentioned in the questionnaire received a good response but cannot be considered definitive due to the multiple choices offered. The possibility of adding some librarians to membership on the Council was favored by over 40 percent of libraries responding to the questionnaire. However, exclusive membership on the Council by librarians drew very little support, about 10 percent. Many respondents preferred committees of librarians working with and reporting to the Advisory Council in a structured manner. Ensured representation on the Councils of all three library classifications also brought some support.

A number of comments were received regarding the role of Advisory Councils. One Advisory Council was said "to be composed of members who are far from average, and they have been very effective as council members." All other comments pointed out drawbacks, including: (1) "the Advisory Council usually bows to the largest entity (the MRC);" (2) "didn't know we had one;" (3) "I have always assumed that they were there to listen to what the MRC had decided to do;" (4) "Advisory Council as it now exists is ineffective--they are advisory and voluntary and will continue to be dominated by MRC plans and staff;" (5) "the Advisory Council is not allowed to do anything but rubber-stamp the decisions of the MRC Director;" and (6) the Major Resource Center "has too much control." Such comments were made for most but not all Major Resource Systems.

In interviews with a number of members of Advisory Councils, some expressed the opinion that, due to the advisory nature of their responsibilities, their participation had tended toward superficiality. Very few Advisory Council members returned completed questionnaires, but the questions were directed, of course, primarily to librarians, whose response was very good.

In interviews with librarians a related question arose concerning the role of the lay representatives of the governing bodies of member libraries, (the "Electoral College"), who elect the Advisory Council in each system. The point was emphasized that these persons were asked to meet only once a year, often traveling long distances for the purpose," merely to elect some strangers" (as it was expressed) to the Advisory Council, nevermore to hear further about the subject. The opinions given were that this is an awkward and unsatisfactory feature of the governance structure.

Role of Area and Community Libraries in Governance

Area Libraries want a larger role in system affairs, including a voice in policy formulation and participation in administering and carrying out services. They constitute the group most critical of performance to date by the MRC's in managing system activities, rating the MRC's less than effective on five measures and barely effective on three others (IV,1). Furthermore, Area Libraries indicated as "very important" a stronger role for themselves in system affairs (II,12). One librarian said, "Our library has benefited greatly by being a member of the system; however, improvements could be made so that the small library would have a definite word and not just be told what to do."

In response to yet another question, 77 percent of Area Libraries asked for increased participation in providing system services (IV, 21). A majority of the MRC's agreed with the Area Libraries in this regard. The Community Libraries were about evenly split on the matter.

While the Area Libraries prefer (70%) to have responsibility for certain system services in a specified geographical zone, the Community Libraries, by a slight majority, do not agree (IV, 22). The MRC's are split evenly on the question. Differing system characteristics no doubt have much to do with the variances in opinion, and this appeared to be reflected in the varying responses of systems on several points.

Although in other states small libraries often carry out useful participatory roles in service activities of cooperative library systems, no question was specifically asked on this point due to the limited nature of system services developed to date in Texas. Nevertheless, the Community Libraries did favor a more positive role for themselves in policy formulation at both the system level (II,12) and the state level through committee arrangements (IV,8).

Generally with regard to widespread participation in governance by both Area and Community Libraries, one respondent remarked, "If you want a strong system, this is important. Knowledge of and participation can be the tie that binds."

Views of Advisory Council Members

The views of Advisory Council members were conveyed in 23 responses out of a possible total of 60.

Effectiveness of MRC's

In judging the effectiveness of the MRC's, a clear majority rated them effective or better in developing the annual plan of service. They were evenly divided in judging the effectiveness of MRC's in involving member libraries in the formulation of system goals and programs and in fostering cooperation among system libraries. They were also evenly divided on the question of effectiveness of the MRC in representing the system in statewide library concerns.

On the other four measures the MRC's were judged to fall in the lower half of the scale by a majority of those responding, including utilizing the capabilities of member libraries in program execution, building support for improved local funding, encouraging innovation and experimentation, and measuring and evaluating progress in library development.

System Headquarters

With regard to governance of the individual system, nine of 22 favored the MRC as administrative head of the system. Five favored a separate system headquarters under system control, and two opted for a separate system office responsible to the State Library. Altogether, eight preferred system coordination directly by the State Library, with three indicating a preference for headquarters in the State Library in Austin, and three for headquarters space in an MRC, and two for separate headquarter's location.

Resource Allocation

The concept of system services over direct grants to individual libraries was supported 13 to 10. Nevertheless, six believed that the MRC received a disproportionate share of funds, seven felt that system programs were of little value to their library, and six felt they had no effective voice in the use of system funds.

Twenty of the 23 said that the system does not constitute an encroachment on local authority. However, one person viewed a recent requirement of the State Library as constituting an infringement on local authority: "Present budget requirements establishing separate staff at MRC, and providing a required staffing pattern with assigned grade and salary levels." (It was not clear if this comment referred to ILL staffing, system staffing, or both.)

By 20 to 1, the feeling was against a fee requirement for system membership. But 5 of 16 were willing to inaugurate programs requiring local fees in cases where desired services could not be wholly financed by regular system funds.

Eleven of 16 favored obtaining local funds supplementing state and federal funds through contractual arrangements under the Interlocal Cooperation Act. However, designation of systems as district taxing authorities was not favored, 19 to 2.

One Advisory Council member called attention to need for reimbursing the MRC for its expenses: "As an MRC, many hours of the Director's time, and of the Assistant Director's time, have been used without relative compensation by the system. So have some other services been paid by our city. It was all right to get started, but I feel the system must carry its own expense."

Role of the Advisory Council

Members of the Councils judged their effectiveness to be slightly higher than did the librarians. The median was slightly above effective in the Council's role of evaluating system services, and slightly below effective as an organizational means to channel the views of system libraries into the decision-making process.

Ten expressed themselves in favor of including some librarians on the Council, 12 also preferred a means to ensure representation on the Council of all library classifications, and 13 expressed a desire for committees of librarians to help the Council. (By 15 to 5 they also saw potential value in committees of librarians working with the Systems Advisory Board in policy formulation at the state level.)

System Chaaracteristics and Library Standards

Of 16 responses, 11 favored more libraries in their system, with 5 satisfied with the present number.

The favored response regarding requirements for system membership was need for "further study," with 13 so indicating for Area Libraries and for Community Libraries.

Thirteen of 21 favored state certification of system librarians.

Eighteen of 21 favored increasing the number of library classifications beyond the present three (Community, Area, and MRC). One Council member favored increasing the number: "If these designations could decrease the wide divergence among libraries currently in the same class - a Size II might have 50,000 volumes while another has 128,000." Another said that Community Libraries "should have at least three categories depending on size, capability, population density."

Also, 12 of 19 favored a larger role for Area Libraries in the provision of system services. One respondent commented that "good communication between 2's and their 3's promotes good library service." The same member desired geographical definition of each Area Library's responsibility. Another Council member expressed the desire for widening system membership by "cooperation with college and junior college libraries in system area."

Service to the Blind and Physically Handicapped

Seventeen of 21 declared themselves in favor of establishment of sub-regional centers for provision of library materials to the blind and physically handicapped.

VI. PROGRAM DEVELOPMENT UNDER THE LIBRARY SYSTEMS ACT

After passage of the Library Systems Act in 1969, money was appropriated for planning only at the state level (25,000 per year). In FY72 and the succeeding two fiscal years, appropriations of $50,000 were made for a token beginning of cooperative systems. Most of the ten systems used part of the money to extend the understanding of librarians and patrons of the potential of such combined effort. Other useful extensions of services included purchase of films and slides, further development of reciprocal borrowing, bibliographic bookmarks, traveling book displays, mass media publicity (TV, radio, newspapers), posters and workshops for library staff on a variety of useful topics, all of which could be done with little money plus enthusiasm.

The above programs kept the concept of cooperative systems alive, but as the years passed and only token funding was received, a degree of skepticism and pessimism concerning the future began to pervade the library community. The State Library, therefore, in the absence of a substantial state appropriation, decided to use $1.8 million in federal funds for activating the cooperative endeavor. Consequently, FY75 was the first year of adequate funding.

The ten systems having suddenly progressed from rags to riches, the problem then became one of planning and executing a program which would most fully utilize the money. Dreams now had to be reduced to reality. Creativity and judgment were now required in additional areas of cooperation, many of which were not previously thought through in any detailed way. Administrative and consulting staff had to be employed and procedures developed for detailed planning, direction, budgeting, coordination, and reporting. The emergence of problems while developing a large new program was clearly likely.

Cooperative Programs in Fiscal Year 1975

The distribution of system funds under the Act of 1969 calls for the first 25 percent to be split evenly among established systems and the remaining 75 percent on the basis of population: Population is interpreted to mean those persons residing in the jurisdiction or jurisdictions of local governments financing accredited libraries. The formula applies to state funds, but not federal funds but, nevertheless, the State Library utilized the formula in setting target amounts to be used by the systems in their program planning. Thereafter, the actual approval of plans of services were based also on qualitative measures.

Each Major Resource System was required to present a plan of system development, setting forth the objectives sought and the means to be employed in reaching them. The staff of the State Library analyzed the plans on behalf of the State Librarian, to whom they were submitted in accordance with the Act. The proposed programs were ranked according to an evaluative scale designed for that purpose. The programs of some systems were contained in a single activity title. Others submitted several, the total being 30, or an average of three.

The State Librarian found unsatisfactory the programs of two systems in terms of meeting overall objectives. This resulted in program funding for these two systems at levels substantially below the maximum available. The other programs were approved.

Following is a list of FY75 system operation grants, the total obtained by combining $1,766,288 in federal funds and $50,000 in state funds:

Abilene Major Resource System	$ 102,350
Texas Panhandle Library System (Amarillo)	135,100
Central Texas Major Resource System (Austin)	94,300
Corpus Christi Area Library System	106,205
Northeast Texas Library System (Dallas)	341,111
El Paso Major Resource System	151,351
Fort Worth Major Resource System	271,600
Houston Area Library System	420,912
Lubbock Area Library System	37,049
San Antonio Major Resource System	156,310
	$1,816,288

Characteristics of Systems Programs in FY75

The plans of most Major Resource Systems provided for several types of services considered by them to be most useful in initiating cooperative efforts under formal new legal arrangements. Some, however approached the matter tentatively. In at least one case, skepticism of the program's continuity after one year was a factor in drafting the plan. Most provided for appointment of a System Coordinator to spend full time carrying out the programs. Others depended on existing staff working on a part-time basis.

The adopted plans of library development had many similarities among the majority of libraries and included the following:

Collection development. By far the greater part of funds was expended for buying books, films, other similar materials. Some was used for leasing books. These acquisitions were for the most part added to the regular collection, but in some cases were dedicated to books by mail, large-print books, rotating collections, collections for the aged distributed to nursing homes, or reference in support of interlibrary loans.

Film programs. Considerable interest was expressed by several systems in creating or expanding rotating film collections, and many new films were purchased plus, in some cases, projection equipment for member libraries. Film catalogs were prepared, and the films were provided on request to member libraries.

Consultation. Some systems made consultative services to member libraries a key program feature. Others provided very little assistance of this type. The quarterly reports of some systems provide interesting accounts of extensive and valuable help to member libraries in a wide range of subjects.

Professional development. This program, carried out by most but not all systems, usually consisted of workshops (a highly appreciated activity), access to a collection of books and materials on professional librarianship, and a newsletter of system activities and professional concerns.

Publicity. Those systems with coordinators were especially notable for efforts to inform the public on library services available, encourage system membership among libraries that needed improvement in order to meet qualifications, urge the provision of library service in local jurisdictions currently unserved, and provide other assistance to enable the citizenry to profit from available library resources. This was done through mass media (TV, radio, newspapers), posters, bookmarks, fair booths, and similar attention-getting means.

System administration. The planning, directing, financing, and evaluating systems activities were an essential aspect of system development. New interorganizational relationships were forged; new procedures were developed; communications among cooperative members were extended. To accomplish this, system personnel, in most cases, made visits to member libraries, held meetings with librarians, local governing boards, councils, and with lay representatives who elected the Advisory Council members. Procedures were developed internally with city finance and personnel officers. Reports were made for the knowledge of all concerned.

While all the programs benefited library service, some were of the type clearly related to the philosophy behind the Library Systems Act, namely activities that could not be done as well, if at all, except in a cooperative fashion. Others mainly reinforced traditional activities carried out individually by libraries; these programs more nearly resembled merely grant-in-aid programs. Nevertheless, all of the above prepared the persons involved, in varying degrees, to take the next step, namely to prepare a plan of library development for FY76.

Cooperative Programs for Fiscal Year 1976

A determined statewide effort was then undertaken by the public libraries to make FY76 the first year of system operation with state funds, and the Texas Legislature made this hope come true. In anticipation of state funding, the programs carried out in FY75 actually had been planned, in the most part, for FY76 but utilized a year earlier when the decision had been made to get an earlier start with federal funds. Now the opportunity was given to profit by the operational experience of FY75 in formulating revised plans for FY76 and 77. In addition to a state appropriation, plans were to include additional funding from federal sources. FY76 would be funded by a state appropriation of approximately $1,000,000 and, hopefully, federal funds in the amount of $1,800,000, or a total of $2,800,000.

New Planning Requirements

Any system that felt it had nothing to change or to add to its plan of service was asked to reiterate its original FY76 plan prepared in 1974. Most of the systems chose to modify their plans, some in important ways. Nevertheless, some plans, quite limited in responding to the large potential of systems concepts, clearly suffered in comparison to others.

Also, a new and important development had occurred in the state government which affected all planning. Utilizing concepts of "zero-based" budgeting, program objectives now needed to be more precisely defined, service units identified, served population described, workload or performance measures stated for each objective, and time schedules applied to performance. Experience in FY75 had disclosed other needed planning requirements. These included setting forth the reimbursement needs of MRC's, and listing staff positions and salaries.

In setting forth planning methods and documentation the State Library also was developing its own informational needs in order to meet its coordinating responsibilities and meet future demands of the state budgeting authorities. Furthermore, an evaluative mechanism for judging the worthiness of system proposals was prepared. However, for FY76, which began quite soon after the action of the Legislature in funding the 1969 Act, the State Library decided to allow wide discretion to program formulation by the systems and did not apply rigorously the "Specific Criteria for Evaluating New System Proposals," a copy of which is attached hereto as Appendix D.

Table A on the following page provides a breakdown of fund allocation by system for FY76, as of November 20, 1975. Clearly this allocation was not based on programs, but on the more traditional line-item basis. Nevertheless, it provides valuable information on where system funds are being spent. Especially notable in this breakdown is the recognition of all systems of the need for coordinative personnel; at last funds were included for a System Coordinator's position in every one of the ten systems. Operating costs reflect the expenses of more consultative service and professional development, both popular programs among member libraries. Continued heavy emphasis on book purchases led to the 64.4 percent allocated to materials.

With respect to actual program development, it is evident in the FY76 plans submitted that the experience of the first full-funded year provided guidance to further planning. In numerous instances proposals are specific and detailed, and costs are carefully estimated. Many plans are supported with background information on the demographic, cultural, educational, and economic characteristics of the district.

TABLE A
ALLOCATION OF SYSTEM FUNDS
(As of November 20, 1975)

Based on FY1976 Funds Equaling $2,800,000

System Name	System/TLA District Number	Salaries	Materials	Operating Expenses	Equipment	Public Information	Other	Total Budgeted
Abilene Major Resource System	01	$ 40,883 (32%)	$ 65,525 (51%)	$ 15,200 (12%)	$ 6,381 (5%)	$ 0	$ 0	$ 127,989
Texas Panhandle Library System	02	34,338 (26.2%)	72,297 (55.2%)	12,865 (9.8%)	11,100 (8.4%)	300 (.02%)	0	130,900
Central Texas Library System	03	12,732 (5.3%)	222,520 (92.5%)	4,893 (2%)	375 (.2%)	0	0	240,520
Corpus Christi Area Library System[1]	04	37,200 (42.9%)	23,243 (26.9%)	14,150 (15.9%)	12,025 (13.9%)	0	0	86,618
Northeast Texas Library System	05	95,057 (18.7%)	357,062 (70.4%)	33,549 (6.6%)	7,634 (1.5%)	5,500 (1.0%)	8,628 (1.7%)	507,430
Trans Pecos Library System[2]	06	44,016 (76%)	0	11,781 (20%)	2,310 (4%)	0	0	58,107
Fort Worth Major Resource System	07	77,308 (27.3%)	185,536 (65.5%)	7,351 (2.5%)	7,222 (2.6%)	0	5,733 (2%)	283,150
Houston Area Library System[3]	08	92,955 (14.1%)	415,553 (63.1%)	144,112 (21.9%)	0	5,800 (.9%)	0	658,420
Lubbock Area Library System	09	35,800 (19%)	143,494 (75%)	7,641 (4%)	3,395 (1.8%)	0	0	190,330
San Antonio Major Resource System	10	59,410 (20%)	176,310 (60%)	30,095 (10%)	25,250 (9%)	0	4,895 (2%)	295,960
		$529,699 (20.5%)	$1,661,540 (64.4%)	$281,637 (10.9%)	$75,692 (2.9%)	$11,600 (.5%)	$19,256 (.7%)	$2,579,424[4]

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[1] Corpus Christi's plan is based on state funds only.

[2] El Paso's plan is based on state funds only.

[3] Houston is overbudgeted by $11,550.

[4] $220,576 remains to be allocated.

On the other hand, in some systems the proposed measurable objectives were modest to the point of timidity unless, indeed, they resulted from underlying misunderstanding or disagreement with the systems concept. In some cases system goals provided for only a few limited programs, partly because funds were channeled heavily into book purchases. In another case, for example, an objective of gaining greater local financial support for member libraries was planned for less than one-half percent per year, far below the rate of inflation alone. In effect, such objective acually proposed a substantial reduction of local library support.

Documentation in the files of the State Library indicates careful review of system plans, with constructive suggestions for presentation, clarification, and performance measurement. However, the State Library had not supplied comprehensive guidelines for program alternatives and relative emphasis, such as ranges of service, analysis of statewide needs and means for meeting them were left largely to the ingenuity of different systems. In most cases at least the most obvious programs of interlibrary cooperation were initiated by the systems. Slow program starts were made by some. The amount of funding appears in these instances to have exceeded programming capabilities and understanding of system potential. Lacking more definitive guidelines, some system planners resorted to general standards, such as:

Minimum Standards for Public Library Systems,
American Library Association, 1967

Interim Standards for Small Public Libraries,
American Library Association, 1962

Standards for Texas Public Libraries,
Texas Library Association, 1972

Rules and Regulations of the Texas Library Systems Act,
Texas State Library and Historical Commission,
1970 and 1975.

System Programs as Viewed by Member Libraries

In the questionnaire submitted to member libraries approximately 70 program activities were listed and the library directors were asked to rate their importance as a system activity. Approximately 63 (90%) were rated as important, very important, or extremely important as a system service. A few were rated as slightly important or not important, with some variations of rating from system to system. Variances in responses could be expected and appear to have their origin partly in the relative number of Area Libraries in a given system, the presence or absence of large numbers of suburban libraries, and partly in the degree of system development achieved in their district.

Perhaps a majority of the potential system services presented in the questionnaire for rating (in both Sections I and II) are being performed currently in some degree by one or more of the Major Resource Systems.

In many cases, however, the services are still at an early stage of development, some almost experimental and quite limited in scope. In some systems the number of services are still few. Also the level of service varies among systems, with some providing a higher quality of service than others.

In certain instances systems have not organized programs to stem the need for anti-cooperative steps by some libraries, such as imposition of restrictions on reciprocal borrowing. Curtailment of reciprocal borrowing can result in expansion of much more costly interlibrary loan procedures, as well as work against the widely accepted goal of promoting easy access to information to patrons regardless of place of residence.

Program Comments of Member Libraries

Many comments were received from librarians about existing and potential system programs. Some of these meaningful comments are grouped hereafter by selected subject areas.

Collection building. Some member libraries criticized their MRC for utilizing an excessive portion of system funds for the MRC's own collection. One librarian contended that "too much emphasis on building MRC library collections, using LSA funds. Funds would be better spent on small libraries with very limited budgets." Others took a different view, usually based on ILL needs. One such comment was, "We depend on the MRC to supplement our holdings." One Size II librarian said, "Excellence in interlibrary loan personnel and funds to strengthen MRC collection are the most important facets of this system." (One important objective of the new ILL contracts effective December 1, 1975, was to upgrade personal services dedicated to ILL.) See Table B, page VI-8, for expenditure data.

Regarding Area Library collections, recognition was given to the withdrawal of these libraries from lending books under the ILL program effective December 1, 1975. One Size II librarian said of collection enrichment, "This was extremely important until the recent ruling by the State Library. Now everyone will be forced to go to the MRC--a ruling with which I am in strong disagreement." The elimination of Size II libraries from active roles in ILL lending is seen by some member librarians as removing the justification of general collection enrichment under the systems concept.

With regard to Community Libraries, one librarian in a system in which collection enrichment is not a part of the program, expressed the feeling that "with new ILL policy, plans for next year must be altered to accommodate Size III for collection development," but this was not explained since the MRC continues as the ILL resource. Some small libraries appear to realize that collection enrichment for them, while needed and desired, serves only their own patrons and has little if any system meaning. One librarian said that collection building is "important to local area, but not to system..."

The depth of desire of most libraries for collection enrichment is evident in their responses. Some quite frankly would be willing to return substantially to the direct-grant plan. Possible legal and political

TABLE B
LIBRARY ACQUISITIONS EXPENDITURES PER BORROWER
1972-73

	No. of borrowers	Acquisitions expenditure	Per capita expenditure
Academic libraries			
U.S.	9,297,787	273,642,588	29.43
Texas	501,644	14,999,125	29.90
Public libraries			
U.S.	44,091,095	161,804,244	3.67
Texas	2,429,690	5,508,822	2.27

Sources: (1) The Bowker Annual, 1975, for 1972-73 acquisitions expenditures, with 84% of public libraries and 81% of academic libraries reporting; (2) U.S. Department of Health, Education, and Welfare, Fall Enrollment in Higher Education, 1972, for academic borrowers (each student a borrower); (3) Management Services Associates, Inc., A Survey of Texas Public Libraries, 1966, found 21.7% of state population as borrowers in Texas based on survey results, and this percentage also was used herein for estimating the number of borrowers for public libraries in Texas and the U.S. in 1972-73, based on 1970 census.

Note: To bring public library acquisitions in Texas in 1972-73 to the estimated national average of $3.67 per borrower would have required an additional $3,401,560 ($1.40 X 2,429,690), an amount equal to 12.4% of total local funding for public libraries in Texas in 1973.

limitations in so doing, however, may not be appreciated. The appropriateness of collection enrichment when unrelated to cooperative endeavors is a matter for interpretation under the 1969 Act. When specifically related to ILL or other programs involving more than one library a systems basis seems apparent. On the other hand, to some the presence of a given book on the shelf to obviate an ILL request would appear dubious as systems-related, it being a traditional function of isolated libraries to have as good a collection as local funds allow.

One director of a Size II library, in response to the questions on collection building, specifically related that activity to ILL in apparent appreciation of the systems approach, and others did the same. A Size III library rated collection building "not important" in Size II libraries after withdrawal of these libraries from ILL lending. A Size II librarian, referring to collection building, echoed this theme as follows: "If interlibrary loan goes to MRC, this doesn't help our library."

There are other means, however, for systems to support collection building. System membership requirements and consulting services may be related strongly to local funding, and the latter is part of the program of some systems. At the same time, identification of all collection activities justifying the use of system funds could be undertaken to the end that all possible support for this program be provided within the intent of the 1969 Act and in consideration of a balanced system approach.

Audio-visual programs. Audio-visual programs, an obvious "natural" for cooperative efforts, has received strong support in some systems. One librarian commented, "Very important in order to get films we would like to show but cannot purchase or rent. Effective in that it gives a wide range of programs in our library." Also, those libraries that had received A-V equipment as part of the system program were finding it very useful, judging by numerous comments on this service.

However, a librarian located in one of the three largest systems commented, "Very slow in getting underway. Has tremendous potential." Another was anxiously awaiting an MRC catalog of audio-visual holdings. Still another said of a systemwide film service, "The best suggestion yet entertained for film service on local level. Regrettably has been totally ignored by our MRC leaders."

Regional book-leasing. One Area Library, in contemplating this as a possible service, said "Sounds exciting. How feasible? We have used McNaughton for years."

Union listing of serials. Such lists have been found valuable in various ways. One Area Library found the MRC list "valuable for borrowing and decision to discard."

Interlibrary loan. One librarian, speaking of ILL, emphasized that "our public now depends on this." However, the quality of service is a factor, and one Size II library director pointed out that "time in supplying or replying affects the effectiveness." In interviews with librarians in the ten districts the value of ILL was stressed.

Currently ILL funding comes mainly from two state appropriations (system funding per se, and an ILL line-item), and from federal funding. However, ILL is not clearly a delegated system activity as are other cooperative functions. System Coordinators are not responsible administratively for this activity in some MRC's. The State Library has retained administrative control of ILL to a great extent, and executes separate contracts with MRC's for its operation. The future governance of ILL within or without the systems organization, is still in question. Whether in or out of the governance arrangement under the Act, it is judged by most librarians to be the most important cooperative activity among public libraries. However, this judgment is based on a very limited experience in only a portion of the great range of potential system services. Also, ILL antedates full system funding. The relative worth of system services may be assessed more accurately by librarians when both the number and quality of such services have increased; while ILL might continue to be No. 1, the value of other system activities could be expected to appreciate relatively.

Staff development. Programs for staff development were initiated in 1974 by most systems and have been universally acclaimed. The programs have been generally broad in their approach, and the general belief is that they have been aimed more at the needs of Community Libraries than others. This was reflected in a typical comment of one Size III librarian, that workshops "are extremely important to small libraries," However, at least one system has also met the needs of larger libraries in its programs of professional development, because one Size II librarian stated that "workshops and area meetings on common problems have been very helpful, both those offered by the State Library and those at the Major Resource Center."

The State Library and the Major Resource Systems are collaborating and sharing in programs for professional development. A pattern of division of work is beginning to develop along useful and natural lines. The personnel of the State Library, while continuing to be involved in activities at the "grass-roots" level, may be expected to become more "trainers of trainers" in professional development, and also be relied upon as a resource to systems personnel in training materials. Training methods will become more sophisticated, better related to needs, and more discriminating in their application. Similarly, in the consulting area, the state personnel will become, in part, the consultant's consultant.

The early years of development of cooperative systems demand considerable attention to increasing understanding of system potential and methods. This has been the concern of state staff, and responses to the questionnaire indicate that much more is desired by the library community in order to make cooperative efforts as fruitful as possible. A library director of a 25,000-volume library, member of a large system, had the following to say, "My answers to the study survey were incomplete due to lack of knowledge about the system services and materials available to us. Is there a booklet or pamphlet explaining our new privileges? We would appreciate any information available."

Collection analysis. In one system, a Size II library reported valuable assistance in collection analysis: "Beneficial in evaluation and development." However, this has not been an important service for some systems and not all member libraries were aware ot it. A Size III librarian said, "have had no assistance here."

In the case of numerous services the importance of the service was rated higher than the effectiveness of the sysem in providing it, which was generally true in this case. Furthermore, the cost/benefit ratio of good collection analysis clearly makes this activity a leading potential object of system attention for the benefit of patrons and taxpayers.

Staff recruitment. Comments generally indicated that this activity needed better organization both intrasystem and intersystem, and if accomplished, would be an important service. Currently little is being done in this activity under system sponsorship.

Reciprocal borrowing. A means for system support (including financial) of reciprocal borrowing apparently has not been adopted by most system despite the attractiveness of this arrangement and its outstanding success in other states where either the state government or the system has encouraged the program. One librarian, in response to the question on the potential of this program in his district, said "The idea is good, but the collection of books bogged down, and the cost of returning the books by mail is hard on us." All of the obstacles mentioned are clearly within the province of the system to remove as necessary to make such a plan succeed. The nature of residential patterns in many urban areas containing multiple library jurisdictions inevitably places some libraries in a position of being heavy net lenders. To sustain reciprocal borrowing without unduly penalizing certain libraries, reimbursement beyond a "cooperative factor" could become a system obligation. As an alternative to ILL the lesser cost is appealing, not to speak of the outstanding convenience to many patrons.

Service to the Blind and Handicapped. The large majority of librarians favored sub-regional centers for provision of library materials to the blind and physically handicapped. Comments on current centralized operation of this service by the State Library out of Austin were favorable to the quality of service provided under this scheme. For example, one librarian said, "the State Library is doing a fine job in this area." Nevertheless, this same librarian opted for decentralization as offering an even better opportunity for service to these special patrons.

Another librarian expanded upon his views as follows: "I feel very definitely that the Division for the Blind & P.H. at Austin needs the help of other libraries to serve adequately the thousands of blind and p.h. in the state. No computers can take the place of the personal touch in this service. These people need a 'listening ear' just as much as much as they need a properly selected talking book--sometimes even more when depression takes over. There could be sub-regional centers looking to Austin as parent library or there could be several independent regional libraries to cover the state. These regional libraries would look only to Library of Congress rather than to Austin and get their 'books' straight from it. Texas is too large for only one service outlet. Besides we have found that the people who need the service don't always hear of it and have to be more or less searched out in spite of radio, T.V., and newspaper coverage. The service is much quicker from a center serving a smaller area. The patron can pick up the telephone, call in for a book and have it the next day, whereas the Wats Line to the State-wide Library is usually busy and any request for a book is delayed until that line is open once more--maybe a matter of hours or maybe even a day. Many people are afraid of using the Wats Line for fear they will be charged with a long distance call so a simple local call is better for them. With a plentiful supply of talking books, large-print books, tapes, and Braille on hand, service from the smaller centers can be more satisfactory to the patron. He begins to regard the people in the center as his personal friends with whom he can easily communicate. He knows that he can make all sorts of special requests and be answered promptly with the researched materials or that he can call and simply chat if he feels the need."

VII. PROFILES OF THE TEN MAJOR RESOURCE SYSTEMS: PRINCIPAL VARIATIONS IN THE EXISTING TEN LIBRARY SYSTEMS AND THEIR DISTRICTS

This section provides a brief narrative summary of selected demographic features of each of the state's ten Library Districts and selected characteristics of the Major Resource Systems. The profiles of each system are based on the statistical information presented in Tables I-XXV in Appendix A, and are designed to supplement rather than replace the reader's analysis of the more detailed information contained in those Tables.

Use of the Data

The data presented in Appendix A was compiled from a variety of sources including publications of the State Library and other state agencies, and from United States census data. In both the profiles and Tables, the data is generally organized by Major Resource Systems for the four-year period 1971 through 1974. The year 1971 was chosen as a baseline because it was the first year of system operation following redefinition of district boundaries. The upper limit of the data, 1974, represents the most recent information available on system operations, except for the number of system members in 1975.

Interpretation and analysis of this statistical information requires consideration of several factors. The primary source of data on system operations is the State Library, and the study team relied heavily on information from the files and publications of the State Library in the compilation and presentation of the data in this report. Although the State Library is in the process of developing a computerized data base, the present format of available information on system operations does not readily lend itself to conclusive analysis. Reporting requirements for member libraries have been minimal, and the data in many cases may reflect the lack of standardized record-keeping procedures among member libraries. Due to these factors, analysis of the data presented is primarily descriptive rather than inferential. Apparent trends and variations are identified, but cannot be conclusively proven or disproven on the basis of available documentation. Development of an operable computerized data base and revised data collection procedures will permit a level of detail in analysis necessary to assess the full impact and significance of trends and characteristics suggested by this section.

This analysis treats the Major Resource Systems as organizational entities. As such, changes in many indices of performance (e.g. circulation, book stock, tax support, etc.) may reflect increases in system membership during the four-year period evaluated. Change in system membership, however, is perhaps one of the most basic benchmarks of system performance. This analysis also makes no inference as to the effect of system membership on changes in the data presented, as its primary purpose is to assess the relative strengths and weaknesses of each of the ten systems, thereby providing useful information necessary for consideration in analysis of the overall organization and administration of the Texas Library System.

Characteristics of the Ten Library Districts

The only common feature of the ten geographic areas designated as Library Districts is the presence of a large public library qualifying as a Major Resource Center under the provisions of the Library Systems Act. Land area of the ten districts is the only other characteristic relatively comparable, but varies from the 17,143 square miles of District 7 (Fort Worth) to the 34,127 square miles enclosed by the boundaries of the Abilene District.

The number of counties in each district range from the nine counties of District 6 (Trans Pecos System) to the 33 counties forming District 5 (Northeast Texas System). In population, the districts vary from the 330,316 inhabitants of District 2 (Texas Panhandle System) to Houston's (District 8) 2,866,881 residents, who comprise more than one-fourth of the state's total population. Projections of population through the end of this century forecast an absolute decline in the population of District 1 (Abilene), and a relative decline in the share of state population residing in five of the ten districts.

Available library resources of each district, in terms of number of libraries, also varies widely. Location of the state's 368 public libraries range from the Northeast Texas System's (District 5) total of 62, to the 12 libraries located within District 6 (Trans Pecos System). More than one-fourth of the state total of special libraries, 141, are located in District 8 (Houston), while residents of District 1 (Abilene), District 2 (Texas Panhandle System), and District 6 (Trans Pecos System), have potential direct access to only eight in each system. The distribution of college and university libraries among districts ranges from the 42 located in District 5 (Northeast Texas System) to the three in the Trans Pecos System's area.

Characteristics of the Ten Major Resource Systems

The delineation of Library Districts, in addition to defining the geographic limits of each of the ten Major Resource Systems, functions to a large degree as a determinant of the characteristics and development of individual systems. It is obvious that the number and size of public libraries within a given district, the limits of potential tax support as defined by the assessed valuation of a district, population as a determinant of total income and as criteria for system funding, and numerous other demographic and geographic characteristics of each of the ten districts have and will continue to affect the operation and development of the Major Resource Systems. The districts, perhaps more than any other factor, determine the similarities and dissimilarities among the systems.

System membership ranges from the 46 libraries of the Northeast Texas System to the Trans Pecos System's total of 7. There is also a pronounced variation in the classification of member libraries by systems.

The population served by the Major Resource Systems ranges from the 93.75 percent of the district served by the San Antonio System to the 66.80 percent served by the Corpus Christi System. Staffing levels range from the 82.76 full-time equivalent positions employed by the Abilene System to Houston's 737. Book stock varies from the 513,788 volumes of the Trans Pecos System to the 3,233,538 volumes of the Houston System, and volumes per capita served ranges from a figure of 1.10 volumes (San Antonio System) to the 1.97 volumes per capita served by the Abilene System.

In 1974, total circulation per capita served ranged from a high of 5.69 items in the Central Texas System to a low of 2.94 items in the San Antonio System. Circulation figures for the period 1971-1974, show a marked increase in non-book circulation among systems, with the increase in non-book circulation exceeding the increase in book circulation in all but three systems: Abilene, Texas Panhandle, and Fort Worth. In four systems (Central Texas, Trans Pecos, Houston, and San Antonio), non-book circulation increased more than 100 percent from 1971 totals. Book circulation for the same period increased by more than ten percent in all but four systems: Abilene, San Antonio, Northeast Texas, and Trans Pecos.

Financially, 1974 per-capita-served tax support represented an average 24.79 percent increase over 1971 levels. The range of support among systems was wide however, from the $2.12 per capita support of the San Antonio System to a figure of $4.11 reported by the Central Texas System. The data also suggests a general trend toward an increase in the proportion of total income contributed by county governments, as well as an increase in the number of libraries receiving joint city-county support.

Abilene Major Resource System

Demographic Characteristics

The Abilene System ranks second only to the Northeast Texas System in number of counties with 32 within system boundaries. Its 34,127 square miles makes Abilene the largest system, geographically, in the state.

The vast majority of counties in the system (22) have a population of less than 10,000, with none of the counties exceeding a population of 100,000. With a total population of 390,331, Abilene ranks ninth among systems with only the neighboring Texas Panhandle Library System registering a smaller population. Abilene's population per square mile (11.44) is the lowest of all systems, as is the percentage of urban population.

Total population of the system decreased 7.10 percent between 1960 and 1970, and projections of population change forecast a continued, but more gradual, decline. Table VIII projects a system population of 387,900 by the year 2000, a relatively small decrease in absolute numbers, but the second largest decrease in the proportion of total state population residing in the system, that is, from the present 3.49 to a projected 2.14 percent.

In racial composition, the Abilene System ranks seventh in percentage of Negro residents with a population of 16,183 (4.15 percent), and fifth in percentage of Spanish surname or language residents with a population of 50,931 (13.05 percent). The percentage of system population of one to five years of age is the smallest among systems (7.47 percent), and the percentage of persons 65 years of age and over is the highest among systems (14.53) and well above the system average of 8.60 percent. Abilene ranks fifth in incidence of poverty with 21.60 percent of the system's population at or below the federal definition of poverty.

Library Resources

Thirty-five of the state's 368 public libraries are located within the system, ranking Abilene fifth in number of public libraries. The system ties the Texas Panhandle and Trans Pecos library systems for the smallest number of special libraries (8), but ranks seventh in academic libraries with ten. Of the 35 public libraries within the system's boundaries, 14 hold system membership. The 21 non-member libraries serve 84,037 of the system's inhabitants, ranking Abilene second in percentage of population served by non-member libraries (22.95 percent) and first among systems in percentage of public libraries that are not system members.

Abilene ties the Lubbock Area Library System for the largest number of counties with no library service with five in each system. The total unserved population of 15,867 ranks first in percentage of system population without library service (4.07 percent).

System Characteristics

A total of 14 libraries form the Abilene Major Resource System. In addition to the Major Resource Center, system membership is composed of two Area (Size II) Libraries, and 11 Community (Size III) Libraries. Only the Trans Pecos Library System has a smaller number of member libraries. System membership has changed little from the 1971 total of ten libraries, with the addition of four Community Libraries accounting for the increase. The number of member libraries has remained constant since 1973. Full-time equivalent library staff positions employed by the system's libraries (82.76) are the smallest number among systems, and Table XXIV indicates the increase in library staff during the years of system operation to be far below the majority of systems. The population served by member libraries has increased from the 1971 total of 260,913 to 282,075 in 1974; however, the percentage of population within the system served by member libraries (72.27 percent) ranks ninth among the ten systems.

Book stock of the system's libraries increased at the fifth highest rate during the period 1971-1974 (33.02 percent) and volumes per capita increased .37, an increase matched only by the Central Texas Library System. Although the system's book stock of 555,958 volumes ranks eighth among systems, its 1.97 volumes per capita served is the highest system total.

As shown by Table XVI, Abilene ranks sixth in percent of total income spent for book acquisition for the years 1971 through 1974. Analysis of the data indicates an increasing emphasis on book acquisition, however. In 1971, the system spent 13.09 percent of total income for books, the smallest percentage among systems. In 1974, the expenditure for books increased to 18.75 percent of total income, ranking Abilene first in this category.

Total circulation of books and non-book materials increased from the preceding year's total in 1972 and 1973. Circulation figures reported for 1974, however, show a decrease of more than 55,000 items from the 1973 total. Largely because of this 5.33 percent decline in 1974, Abilene registered the only overall decrease in total circulation during the period 1971-1974. However, with 3.66 items circulated per capita served during 1974, the Abilene System ranked fourth among systems.

Table XVIII indicates the decline in 1974 total circulation to be the result of a 5.74 percent decrease in book circulation from 1973. This decrease signified the smallest percentage increase in book circulation for the four-year period of any of the ten systems (.12). During the same period, the Abilene System experienced the only decline in non-book circulation. With non-book circulation generally increasing at a much faster rate than book circulation among the majority of systems, circulation of non-book materials in the Abilene System dropped from 51,371 items in 1971 to 48,708 items in 1974.

Finance

Only the Lubbock Area Library System receives a smaller percentage of total library income from city governments than the Abilene System. In 1974, the system received 42.67 percent of its total income from city government support, a decrease of 9.89 percent from 1971. The percentage of total income represented by county government support during the period 1971-1974 has increased in all systems, and county support of the Abilene System increased proportionately at the third highest rate among systems from 41.62 percent in 1971 to 46.20 percent in 1974. Support from county governments represents a higher percentage of total income in only one other system. Table XXI indicates that in 1974, the majority of libraries in the system (64.3 percent) received support from both city and county sources.

Although per capita tax support of system members increased 32.42 percent from 1971 to 1974, the 1974 per capita support of $2.41 ranks eighth statewide, with only Corpus Christi and the San Antonio systems receiving a lower level of support. The system's 1974 per capita served income of $2.71 ranks seventh, but increased by the third-largest percentage from the 1971 figure of $1.94.

Texas Panhandle Library System

Demographic Characteristics

With a 1970 population of 330,316, the Panhandle System is the smallest of the ten systems in number of inhabitants. The 24,881 square miles enclosed by the system's boundaries are divided among 25 counties. Like Abilene, the majority of county populations are small, with 64 percent having less than 10,000 persons, and none exceeding a population of 100,000. Approximately 71 percent of the system's population is urbanized, ranking the system eighth in percentage of urban population. The system also ranks eighth in population density with 13.28 persons per square mile.

The Panhandle System is one of only three systems that experienced a decline in population from 1960 to 1970. Table VIII projects a population increase of approximately 110,000 by the year 2000, which, although increasing the system's present population by almost one-third, will result in maintaining the proportion of total state population residing within the system at approximately the current level (2.95 percent).

Compared to the other systems, the percentage of Negro and Spanish surname or language residents in the Panhandle System is relatively low. The Negro population of 12,552 (3.80 percent) and population of Spanish surname or language, 30,719 (9.30 percent), ranks the Panhandle System eighth and seventh respectively among the ten systems.

Table VI shows the level of education of the system's population to compare very favorably with the other systems. The percentage of system population completing less than nine years of school (12.65) is the lowest among systems, and the percentages completing high school (16.37) and one to three years of college (7.13), are the highest among systems.

Only the Fort Worth system is impacted by a lower incidence of poverty than the Panhandle System. The 14.60 percent of the system's population at or below the poverty level is considerably less than the system average of 20.20 percent.

Library Resources

Of the ten systems, only the Trans Pecos System has fewer public, special, and academic libraries. The Panhandle System ties the Fort Worth System for the second-smallest number of public libraries (26), and two other systems for the fewest special libraries (8). Approximately four percent of the state's academic libraries are located within the system. Ten of the 26 public libraries are not system members, and serve 27,174 (8.72 percent) of the system's population.

The Panhandle System ranks second along with the Corpus Christi and Northeast Texas systems in number of counties without library service. The 11,052 inhabitants of the three unserved counties comprise 3.35 percent of the system's population ranking the system second in percentage of population without library service.

System Characteristics

Membership in the Texas Panhandle Library System reached its present level of one Area (Size II) Library, and 14 Community (Size III) Libraries in 1974. Although seven systems exceed the Panhandle's membership of 16 libraries, the system's membership doubled between 1971 and 1974, a rate of growth surpassed by only one system. During this same period, the number of full-time equivalent library staff positions among system members increased by 24.50 percent from a 1971 total of 90.25 positions to a 1974 total of 112.36. The percentage of the system's population served by member libraries has increased by more than 20 percent since 1971, and the 86.16 percent served by system members in 1974 ranks fourth among systems.

The Panhandle System registered the greatest percentage increase in book stock from 1971 to 1974. System holdings of 543,948 in 1974 represent an increase of 49.98 percent over 1971 totals. This increase can primarily be attributed to growth in system membership rather than to accelerated acquisition policies. As shown by Table XVI, member libraries spent only 12.78 percent of their total income for books during the period 1971-1974, the smallest percentage expenditure of the ten systems. In volumes per capita served, the Panhandle System led all other systems in 1971 with 1.66 volumes. By 1974, the system's total of 1.91 volumes per capita served ranked second only to that of Abilene.

Total circulation increased some 13 percent during the period 1971-1974, from the 1971 total of 1,067,939 items to a 1974 total of 1,207,210 items. The percentage increase in circulation registered during this period ranks fifth among systems, and the 1974 circulation per capita served (4.24 items) ranks second, with only the Central Texas System reporting a higher figure. Table XVIII indicates that while book circulation during the period 1971-1974 increased at the fourth-fastest rate among systems (13.98 percent), circulation of non-book materials increased at the slowest rate (3.61 percent).

Finance

The Panhandle System ranks eighth in the percentage of total income received from city governments. In 1974, $697,362 (64.94 percent) of the total income of the system's members was derived from city sources. This represents a 11.90 percent decrease from the proportion of total income accounted for by city government support in 1971, the largest such relative decrease in level of city government support reported. The general statewide trend toward increased county government support of system membership is typified by the Panhandle System. During this same period, 1971-1974, the proportion of total income contributed by county governments increased by 9.15 percent, the largest increase reported. The 30.77 percent of its 1974 total income received from county sources ranks the system third in proportion of county government support. Table XXI indicates that 75 percent (12) of the system's member libraries received funding from both city and county governments, the highest percentage of libraries receiving joint funding among systems.

The system's per-capita-served tax support dropped from second to third-highest among the ten systems from 1971 to 1974. The 1974 figure of $3.61 represents a 13.88 percent increase over 1971, the lowest percentage increase reported for the period. Per-capita-served income also dropped in rank from second to third-highest.

Central Texas Library System

Demographic Characteristics

The Central Texas System is composed of 30 counties covering an area of 25,639 square miles. Over 75 percent of the counties comprising the district are of less than 25,000 population, with over 56 percent of the system's 1970 population of 1,009,822 located in three counties traversed by the major north-south highway: Bell (124,483), McLennan (147,553), and Travis (295,516). The system ranks fifth in total population, third in number of counties, and sixth in geographic area. Some 70 percent of the system's population is located in urbanized areas, ranking the Central Texas System ninth in percent of urban population. According to the 1970 U.S. Census, only 10 of the system's counties had an urban population of 50 percent or more.

The population of the Central Texas System increased 15.10 percent between 1960 and 1970, the fifth-highest rate of growth among systems. Population projections prepared by the Texas Water Development Board, shown in Table VIII, forecast an average decennial increase of 14.34 percent in the system's population through the year 2000. The system's ranking in terms of total population is expected to remain constant, although the projections indicate a slight decline in the system's share of total state population.

The system's population includes 148,042 Negroes (14.66 percent), the third-highest percentage among systems, and 114,954 persons of Spanish surname or language (11.38 percent), which ranks sixth among systems. The age composition of the system's population, presented in Table V, shows the lowest percentage of population in the 6 to 12 and 13 to 17 years categories (12.29 and 9.33 percent respectively), and the highest percentage of residents between the ages of 18 and 64 (57.79 percent) of the ten systems. The 11.71 percent of the population 65 years of age and above is exceeded only by Abilene.

Educationally, 11.98 percent of the system's inhabitants graduated from high school, with only the Corpus Christi System registering a smaller percentage. The system ranks seventh in percentage of population completing one to three years of college (5.58 percent), and third in the percentage completing four or more years of college (6.05 percent).

As a percentage of population, the incidence of poverty in the Central Texas System (23.13 percent) ranks second only to Corpus Christi. Approximately one-half of the system's population of Spanish surname or language, and Negro population fall at or below the poverty level.

Library Resources

The 162 libraries (not including school libraries) located within the system's boundaries is the third-largest total among systems. The system ranks second in number of special libraries (96), third in academic libraries (21), and third in public libraries (45). Thirteen of the 45 public libraries do not belong to the system, and serve 6.10 percent (49,465) of the population.

The Central Texas System ties with the Trans Pecos, Houston, and San Antonio systems for the smallest number of unserved counties (1). The 4,212 unserved residents of Mills County comprise only .42 percent of the area's population, however.

System Characteristics

Membership of the Central Texas System ranks fourth among systems in number of libraries. The current system membership of 5 Area (Size II) Libraries and 26 Community (Size III) Libraries represents an increase of approximately

68 percent from the 1971 membership of 19 libraries. Since 1971, 3 Area Libraries and 12 Community Libraries have become system participants. The 285.54 full-time equivalent library staff positions of the system's libraries ranks third among the ten systems, and the 32.96 percent increase in the library staff of the system since 1971 ranks second only to Corpus Christi. Population served by member libraries has increased at a moderate rate since 1971, to 761,581 in 1974. The 75.42 percent of the system's population served by its members in 1974 ranked eighth among systems, with only Abilene and Corpus Christi reporting lower percentages.

Volumes held by system libraries increased at the second-highest rate from 1971 holdings (41.68 percent), resulting in a 1974 book stock of 1,162,643 volumes. Although much of this increase may be attributed to increased system membership, the 15.38 percent of total income expended for books during the period 1971-1974 ranks fourth among systems and suggests a relatively high degree of emphasis on book acquisition. In 1974, the 16.43 percent of total income used for the purchase of books was exceeded only by the Abilene System. The Central Texas System ranks second to Abilene in volumes per capita served (1.91), an increase of .37 volumes since 1971 which ties Abilene for the greatest increase reported.

During this same period, the Central Texas System registered the second-highest increase in total circulation (22.02 percent), from the 1971 level of 3,551,915 items to a 1974 total of 4,334,106 items. The number of items circulated in 1974 ranks third among systems, and the 5.69 items circulated per capita served ranks first. By 1974, book circulation had increased over 1971 totals by 19.20 percent, second only to Corpus Christi. Circulation of non-book materials during this four-year period increased 100.38 percent from a total of 123,473 items in 1971 to 247,410 items in 1974.

Finance

The Central Texas System ranks second in the percentage of total library income derived from city governments. In 1974, 94.11 percent of the funding of member libraries came from city government support. Conversely, the system ranks tenth in the proportion of total income received from county governments. County government support represented only 3.02 percent of the system's total income in 1974. Analysis of Table XXI shows that only one of the system's member libraries relies solely on county support. The majority of system libraries are dependent on city government funding, although the number receiving joint support has increased.

Per-capita-served tax support showed the largest percentage increase among systems from 1971 to 1974 (50.55 percent). The 1974 per capita support of $4.11 is the highest per-capita amount reported, as is the system's $4.23 per-capita-served income.

Corpus Christi Area Library System

Demographic Characteristics

The most distinctive demographic feature of the Corpus Christi Area Library System is its racial composition. Persons of Spanish surname or language represented 58.53 percent of the system's 1970 population of 999,784, the highest percentage and population (585,147) of Spanish surname or language of the ten systems. In contrast, the system's Negro population of 34,717 (3.47 percent) ranks ninth among systems.

Geographically, the system is composed of 26 counties covering an area of 26,411 square miles. More than 70 percent of the counties have a population of less than 25,000. Seven counties (Cameron, Hidalgo, Kleberg, Nueces, San Patricio, Victoria, and Webb) have larger populations and comprise more than three-fourths (76.67 percent) of the total population. Sixteen of the system's counties have urbanized populations of 50 percent or more, but the percentage of urban population (75.17) ranks sixth among systems.

The system's population remained relatively constant from 1960 to 1970, with the increase of approximately 10,000 persons reflecting the slowest rate of growth (1.04 percent) reported for this period. A more substantial rate of growth is projected by Table VIII, but the system's share of total state population is expected to decline more than any of the other systems.

Percent of population between the ages of 1 to 5 and 6 to 12 years, ranks second only to the Trans Pecos System with 10.14 and 16.56 percent of the system's population falling within these categories respectively. The Corpus Christi System has the highest percentage of population from 13 to 17 years of age, and the lowest percentage of persons aged 18 to 64 years. The educational level of its population is the lowest of the ten systems. Some 22.11 percent of the system's population completed less than nine years of school (the highest percentage among systems), and the 9.68 percent completing high school, 4.24 percent completing one to three years of college, and 3.74 percent completing four or more years of college are the lowest system totals.

With 35.91 percent of its population at or below the poverty level, the Corpus Christi System ranks first in incidence of poverty. Analysis of Table VII shows this to be primarily the result of poverty among the system's population of Spanish surname or language. Approximately 293,000 persons of Spanish surname or language live in poverty, totalling 29.29 percent of the system's population.

Library Resources

The system ranks sixth in the total number of public, special, and academic libraries located within its boundaries. It also ranks sixth in the number of special (18) and academic libraries (12), but ranks fourth in public libraries with 38. Only 18 of the 38 public libraries, however, are members of the Corpus Christi System. The 20 non-member libraries serve 29.20 percent of the system's population, which represents the highest system figure.

Three of the system's 26 counties have no libaray service (Kenedy, Starr, and Zapata). The 22,737 unserved residents of these counties represent 2.27 percent of the system's population, which ranks third among systems.

System Characteristics

Table XI shows a system membership of 21 libraries in 1971 which increased to 25 libraries by 1973 and then declined to the 1975 total of 18 libraries. This apparent decrease in system membership actually reflects the formation of two county library systems: the Hidalgo County Library System and the San Patricio County Library System. The population served by the Corpus Christi System has increased by approximately 55,000 since 1971; however, the 66.80 percent of the total population served by member libraries in 1974 ranked last among the ten systems. During this same period, the system registered the largest percentage increase in full-time equivalent staff positions employed by member libraries (33.30 percent), from a 1971 total of 120.82 positions to a 1974 total of 161.05 positions. The 1974 figure ranks sixth among systems.

Only the San Antonio and Trans Pecos Systems showed a smaller percentage increase in book stock from 1971 to 1974. The system's 1974 holdings of 996,822 volumes represents a 30.27 percent increase from its 1971 total and ranks as the sixth-largest system collection. In volumes per capita served, the system's 1974 total of 1.49 volumes ranks seventh. Although member libraries spent an average of 15.75 percent of their total library income for books during this four-year period (a percentage exceeded only by San Antonio), volumes per capita served increased by only .18 volumes, which ranks seventh among systems.

The change in the system's total circulation from 1971 to 1974 ranks first. The number of items circulated in 1974 (2,135,255) increased by almost 300,000 items from the 1971 total, an increase of 23.96 percent. However, the number of items circulated per capita served in 1974 (3.20) ranks ninth among systems with only San Antonio reporting a lower figure. Table XVIII indicates that the increase in book circulation from 1971 to 1974 (22.71 percent) was also the highest among systems, while non-book circulation for the period increased by 82.99 percent.

Finance

Approximately 74 percent of member libraries' 1974 total income was in the form of city government support, with some 20 percent coming from county governments. As in the majority of systems, the proportion of total income contributed by city governments declined from 1971 (7.21 percent) and the share of total income represented by county government funds increased (6.82 percent). In 1974, approximately one-half of the system's membership (8 libraries) received joint city-county support, with the remaining 9 libraries almost equally divided between those receiving city funding (4) or county funding (5).

The system's 1974 per-capita-served tax support ($2.29) shows a 42.24 increase from the 1971 per capita figure of $1.61. Although the increase in tax support for this period ranks second only to the Central Texas System, the system's $2.29 per capita served ranks ninth. Per-capita-served income increased by an almost identical percentage (42.35) from 1971 to a 1974 figure of $2.42, also ninth among the ten systems.

Northeast Texas Library System

Demographic Characteristics

With a 1970 population of 2,327,181, the Northeast Texas System, headquartered in Dallas, ranks second in total population. The 79.32 percent of system population residing in urban places ranks the system fifth in percentage of urban population.

The system covers an area of 23,956 square miles, which are divided among 33 counties. Although it ranks first in number of counties, the system ranks ninth in land area with only an adjacent system, Fort Worth, covering a smaller geographic area. Approximately two-thirds [illegible] the system's counties fall within a population range of 10,000 to 50,000, with six inhabited by less than 10,000 persons and five with populations of 50,001 to 100,000. One of only four systems with a county of more than 500,000 population, the 1,327,321 residents of Dallas County comprise more than 57 percent of the system's total population.

Population growth for the decade 1960 to 1970 (24.40 percent) was exceeded by only two systems, Fort Worth and Houston. Projections of population, presented in Table VIII, forecast an average 19.39 percent decennial rate of growth through the year 2000. Based on these projections, the Northeast Texas System is one of four expected to increase its proportion of the total state population.

The system's population includes 409,707 Negroes (17.61 percent), the second-highest percentage of Negro residents of the ten systems. The percentage of Spanish surname or language residents (4.71) is the lowest system figure, and well below the statewide total of 18.40 percent. Analysis of Table V shows the age composition of the system's population to vary little from the totals for the state as a whole. In years of school completed, the system ranks third in the percentage of population completing high school (14.35 percent), and ranks second in both percentage completing one to three years of college (6.66 percent) and four or more years of college (6.19 percent).

Overall, the incidence of poverty among the system's population (15.05 percent) ranks seventh. The percentage of Negro residents at or below the poverty level (37.75 percent) is about average for the ten systems, while the incidence of poverty among Spanish surname or language residents (14.40 percent) is the lowest system figure.

Library Resources

The Northeast Texas System ranks second to the Houston System in the total number of public, special, and academic libraries located within its boundaries, but ranks first in number of public (62) and academic libraries (42). Of the 62 public libraries, nine do not belong to the system. The non-member libraries serve 147,032 persons, which represents approximately seven percent of the system's population.

Three counties--Cass, Franklin, and Rains--have no library service. The 33,176 residents of these counties rank the system fourth in percentage of population without library service (1.43 percent), but first in the number of unserved residents.

System Characteristics

With a 1975 membership of 46 libraries, the Northeast Texas System ranks first in system membership. The system also ranks first in the number of Area (Size II) Libraries (19), and ties the Central Texas System for the second-highest number of Community (Size III) Libraries (26). From a 1971 total of 31 libraries, system membership increased by 4 Area Libraries and 11 Community Libraries. The population served by member libraries has increased by approximately 125,000 since 1971 to a 1974 total of 1,932,580. Although the population served by the Northeast Texas System is exceeded only by Houston, as a percentage of total population (83.04 percent), the system ranks sixth. The total number of full-time equivalent library staff positions employed by member libraries (679.50) ranks second among systems, but increased at a slower rate than the majority of systems from 1971-1974.

During this same four-year period, the system recorded an average annual expenditure for books of 15.28 percent of the total income of its member libraries. The system's book stock increased by some 32 percent during this period to a 1974 total of 2,986,524 volumes, the second-largest collection of the ten systems. Volumes per capita served increased by .29 volumes, an increase exceeded only by two systems. With 1974 holdings equal to 1.55 volumes per capita served, the system ranks third among systems.

Total circulation for 1974 (7,056,713 items) represented a 7.11 percent increase over circulation for 1971, with only San Antonio registering a smaller increase in circulation. The 3.65 items circulated per capita served by the Northeast Texas System in 1974 ranks fifth. Increase in book circulation during the same period (6.51 percent) ranks eighth among systems, and the 84.74 percent increase in circulation of non-book materials ranks fifth.

Finance

With 94.27 percent of the combined 1974 total income of its member libraries coming from city governments, the system ranks first in city government support. The proportion of total income derived from city government funding increased 3.06 percent from 1971 to 1974, with only one other system (Lubbock) reporting an increase in the share of total income represented by city government support. County support, as a proportion of total income, remained relatively constant for the four-year period. In 1974, 21 (51.2 percent) of the system's libraries were dependent on city governments for funding, 17 (41.5 percent) received joint city-county support, and only 3 (7.3 percent) relied solely on county government support.

Per-capita-served tax support and per-capita-served income for 1974 ranked second with figures of $3.89 and $3.97 respectively. Both registered smaller percentage increases from 1971 totals than the majority of systems.

Trans Pecos Library System

Demographic Characteristics

Covering an area of 31,556 square miles, the Trans Pecos System ranks second in geographic area to Abilene. Although the system ranks eighth in total population, with both the Abilene and Texas Panhandle systems more sparsely populated, 359,291 of the system's 411,475 inhabitants (87.32 percent) reside in El Paso County. The remainder of the system's residents (52,184) are divided among the other eight counties comprising the system, only two of which have populations in excess of 10,000: Pecos (13,748) and Reeves (16,526). With a total of nine, the system ranks last among the ten systems in number of counties.

Fifty percent or more of the population of five of the nine counties live in urbanized areas. In total, 91.02 percent of the system's population is classified as urban according to the 1970 U.S. Census, ranking the system first in percentage of urban population.

The population of the Trans Pecos System increased by more than 12 percent during the 1960-1970 decade, and the system's population is expected to continue to increase as indicated by Table VIII. Data presented in the Table also forecasts a continued increase in the system's share of the total state population.

Analysis of the racial composition of the population, presented in Table IV, shows the system to include 230,570 persons of Spanish surname or language (56.03 percent), the second-highest percentage among systems, and 11,860 Negroes (2.88 percent), the lowest percentage of Negro residents. The age composition of the system's population is characterized by a high percentage of persons below 18 years of age. Some 10.21 percent of the 1970 population of the system fell between the ages of one to five years, and 16.99 percent in the 6 to 12 year category. Both figures are the highest among systems. The 11.23 percent of the population aged 13 to 17 years ranked second only to the Corpus Christi System. Older residents comprised a smaller percentage of the population than in the majority of systems, with the 5.95 percent 65 years of age and over being the second-lowest system total in this age group.

The system ranks relatively low in the educational level of its population: seventh in percentage completing high school (12.42 percent); eighth in percentage completing one to three years of college (5.20 percent); and seventh in percentage completing four or more years of college (5.03 percent).

Approximately 91,373 persons live at or below the poverty level in the Trans Pecos system, an incidence of poverty (22.21 percent) exceeded only by the Central Texas, Corpus Christi, and San Antonio systems. More than three-fourths of those impacted by poverty are among the system's population of Spanish surname or language.

Library Resources

The Trans Pecos System ranks last in total library resources. Twelve of the state's 368 public libraries are located in the system, as are eight of the 434 special libraries and three of the 163 academic libraries, a combined total equal to only 2.38 percent of the state's resources represented by these libraries. Five of the 12 public libraries are not system members, and provide service to 8.95 percent of the system's population.

The 1,527 residents of Jeff Davis County have no library service. The .37 percent of the system's population represented by the county's residents ranks eighth in percentage of population without service, and is the smallest number of unserved residents among systems.

System Characteristics

Membership in the system has increased from the 1971 total of three libraries to a 1975 membership of seven. The smallest system in number of member libraries, the Trans Pecos is also the only system with no Area (Size II) Libraries. Since 1971, the population served by member libraries has increased by approximately 100,000 to a 1974 total of 352,123 or 85.58 percent of the system's population, which ranks fifth among systems. The number of full-time equivalent library staff positions employed by the system's libraries ranks ninth with a 1974 total of 104.40.

At 513,788 volumes, the book stock of the system is the smallest system collection, and the increase in volumes since 1971 (22.61 percent) was the smallest reported. With a 1974 total of 1.46 volumes per capita served, the system ranked eighth, and was the only system reporting no increase from 1973 totals. During the period 1971-1974, the system's libraries spent 14.57 percent of their combined total income for book acquisition, with only the Fort Worth and Texas Panhandle systems expending a smaller percentage of resources for acquisitions.

Total circulation increased some 8.86 percent from 1971 to a 1974 figure of 1,142,347 volumes, the second-smallest percentage increase, and the 3.24 items circulated per capita in 1974 ranked eighth among systems. Circulation of books during this four-year period increased by 6.52 percent, while circulation of non-book materials increased by 153.82 percent, the latter being an increase exceeded only by Houston.

Finance

With 93.03 percent of the 1974 combined total income of member libraries coming from city government sources, the system ranks third in proportion of city government support. As in the majority of systems, the proportion of total income represented by city government support has decreased since 1971 (by approximately 4.74 percent), while the relative level of county support has increased (by 3.80 percent).

The system's 1974 per-capita-served tax support of $2.49 ranked seventh among systems, and represents a 6.43 percent decrease from the previous year's total of $2.65 (which may represent an error in reporting or processing rather than an actual decrease). Per-capita-served income reported for 1974, however, also declined from 1973 reports by 5.56 percent, decreasing from $2.66 to $2.52.

Fort Worth Major Resource System

Demographic Characteristics

The Fort Worth System ranks third in population with a 1970 total of 1,160,068 residents. Its 17,143 square miles is the smallest geographic area of the ten systems, and well below the system average of 26,211 square miles. Some 84.96 percent of the system's population is classified as urban, the third-highest system total.

Although 10 of the system's 21 counties have populations of less than 10,000, Table III shows the remaining counties to be fairly well distributed among higher population groupings. Approximately two-thirds of the counties have urban populations of 50 percent or more.

The system's population experienced the second-highest rate of growth between 1960 and 1970 with a 24.67 percent increase. Table VIII projects an average decennial increase in population of more than 20 percent through the year 2000. During this same period the share of the total state population residing within the system's boundaries is expected to increase from the 1970 figure of 10.36 percent to 11.20 percent by the end of the century.

Fort Worth ranks fourth in percentage of Negro residents (9.10 percent), and the system's 62,311 residents of Spanish surname or language comprise a relatively low 5.37 percent of its population, with only the Northeast Texas System registering a smaller percentage. The age composition of the system's population, presented in Table V, indicates the percentage of persons below 18 years of age to be smaller than the majority of systems, and the 3.74 percent of Fort Worth's population aged 65 and over is the smallest system total. In years of school completed, the system ranks second to the Panhandle System in percentage completing high school (14.42), and ranks third in percentage completing one to three years of college, and fourth in percentage completing four or more years of college, with 6.58 and 5.73 percent respectively.

The incidence of poverty among the system's population is the lowest of the ten systems, with 12.27 percent of its residents at or below the poverty level. Although the incidence of poverty is higher among Negro (33.14 percent) and Spanish surname or language populations (23.90 percent), these percentages are the second and third-lowest respectively among systems.

Library Resources

The Fort Worth System ranks third in number of public libraries (45), and fourth in number of special (39) and academic libraries (16). Only nine of the 45 public libraries are not system members, but combine to serve 161,917 (14.71 percent) of the system's population, the third-largest percentage of population served by non-member libraries.

Two of the system's 21 counties have no library service: Cottle and Jack. The counties' 9,915 residents represent .85 percent of the system's population.

System Characteristics

With 36 member libraries, the system ranks third in system membership. In addition to the Major Resource Center, the system's membership is composed of 5 Area (Size II) Libraries and 30 Community (Size III) Libraries, the largest number of Community Libraries among the ten systems. The growth in system membership from its 1971 total of 23 libraries occured primarily in the Community Library classification with the addition of a single Area Library.

The population served by the system increased by more than 100,000 persons during the period 1971-1974, to a 1974 total of 938,619, which, as a percentage of population (80.91 percent) ranks seventh among systems. During the same four-year period, the number of full-time equivalent staff positions in the system shows the fourth-largest percentage increase (27.14 percent), from a 1971 total of 212.36 positions to a 1974 total of 270.

Volumes held by member libraries in 1974 (1,409,129) formed the third-largest system collection, and had increased by some 31 percent from 1971 holdings. This increase amounted to approximately .21 volumes per capita served, resulting in a 1974 figure of 1.50 volumes, sixth among systems.

The system's expenditure for books as a percent of total income for the years 1971 through 1974 (14.16 percent) ranks ninth, with only the Panhandle System spending a lower percentage of its income for books. On a year-by-year basis, the system's expenditure for books exceeded 14 percent of its total income only in 1973.

Although 1974 total circulation (3,409,550 items) represented a 15.74 percent increase from 1971, the third-highest increase reported, the system's circulation per capita served of 3.63 items ranked sixth. Table XVIII indicates that book circulation for this same period increased 15.77 percent over 1971 totals, but that circulation of non-book materials increased by only 14.65 percent which represents the second-lowest increase of the ten systems.

Finance

In 1974, 21 (65.6 percent) of the system's member libraries received financial support from both city and county governments, 9 (28.1 percent) were supported by city governments, and 2 (6.3 percent) by county governments. City government funds accounted for 84.08 percent of the combined total income for 1974, a relatively small decline from the proportion of total income contributed by city governments in 1971 (85.01 percent). County government support of system libraries, as a proportion of total income, increased more slowly than in other systems during this period (.05 percent) to a 1974 figure of 10.20 percent.

Both per-capita-served tax support and income increased by approximately 30 percent from 1971 figures. The system's ranking on both variables (fourth) in 1971 was unchanged in 1974.

Houston Area Library System

Demographic Characteristics

A total of 28 counties covering an area of 24,441 square miles define the geographic parameters of the Houston System. The system ranks fifth in number of counties and eighth in land area, but ranks first in population with a 1970 figure of 2,866,881 inhabitants, which represents more than one-fourth of the state total.

The majority of the system's counties (64.28 percent) have populations of between 10,000 and 50,000, with the four counties populated by more than 100,000 persons (Brazoria, Galveston, Harris, and Jefferson) totaling 79 percent (2,264,809) of the system's population. The combined population of these four counties exceeds the total population of all other systems with the exception of the Northeast Texas System.

Only 11 of the 28 counties comprising the system had 1970 urban populations of 50 percent or more. Although the system ranks only fourth in the percentage of population residing in urban areas (82.58 percent), it ranks first in the number of residents living in urban areas (2,367,341).

The system registered the highest rate of population growth among systems between 1960 and 1970, with a 28.97 percent increase. Projections of population, presented in Table VIII, forecast the system's rate of growth through the balance of the century to continue to lead the ten systems, resulting in a substantial increase in the share of total state population located within the system's boundaries.

With a Negro population of 580,226, the Houston System ranks first in percentage of Negro residents (20.24 percent). Its 266,646 residents of Spanish surname or language comprise only 9.30 percent of the system's population, but represent the third-largest number of Spanish speaking or surnamed persons of the ten systems. The percentage of population between the ages of one and 64 are marginally higher than the statewide averages, and the percentage of the system's population aged 65 years and over (7.28 percent) is slightly lower than the state average of 8.87 percent. Table VI indicates the most significant education characteristic of the system to be the percentage of population completing four or more years of college, which at 6.31 percent ranks first among systems. The incidence of poverty among the population of the Houston System (14.83 percent) ranks eighth, and the incidence among its Negro and Spanish surname or language populations rank eighth (35.35 percent) and ninth (19.07 percent) respectively.

Library Resources

The Houston System ranks second to the Northeast Texas System in number of public libraries (50) and academic libraries (31), and ranks first in number of special libraries with 141 located within the system's boundaries. Approximately three-fourths of the public libraries (37) are members of the system, with the 13 non-member libraries serving 5.32 percent of the system's population (146,927).

Of the system's 28 counties only one (San Jacinto) has no library service. The 6,702 residents of San Jacinto County comprise .23 percent of the system's population, ranking the system ninth in percentage of population without library service.

System Characteristics

Since 1971, the membership of the Houston System has increased by 15 libraries (4 Area and 11 Community Libraries) to its present compliment of 37 members. The system ranks second only to the Northeast Texas System in total membership, and also ranks second in the number of Area (Size II) Libraries with 13. Member libraries served a total of 91.27 percent of the system's population in 1974, which ranks third among systems, and employed the largest number of full-time equivalent library staff positions of the ten systems (737).

Smaller than the Northeast Texas System in number of member libraries, the system's 1974 book stock (3,233,538 volumes) exceeded that of the Northeast Texas System by more than 247,000 volumes and ranks as the largest system collection. In volumes per capita served, however, the Houston System's 1974 figure of 1.24 volumes ranked ninth with only the San Antonio System reporting a lower figure.

During the four-year period 1971-1974, the system's member libraries spent an average of 14.80 percent of their combined total income for acquisitions, a level of expenditure which ranks seventh among systems. During this same period, the system's book stock increased at the fourth-highest rate (36.18 percent), while volumes per capita served increased by .20 volumes, sixth among systems.

Although the system's 1974 total circulation of 8,988,798 items represents a 13.82 percent increase over total circulation for 1971, analysis of Table XVII indicates that total circulation declined from the previous year's level in both 1973 and 1974. In 1973, four systems reported decreases in total circulation, while in 1974 decreases were reported only by Abilene and Houston. The 3.44 items circulated per capita served by the Houston System in 1974 ranked seventh among systems.

Table XVIII shows the decrease in total circulation in 1973 and 1974 to be the result of a decrease in book circulation of 1.21 percent in 1973 and 1.78 percent in 1974. Book circulation for the period 1971 to 1974, however, increased at the third-fastest rate among systems (15.77 percent), while the increase in non-book circulation during this period (182.20 percent) was the highest recorded.

Finance

Of the combined 1974 total income of the system's member libraries, 73.51 percent came from city governments and 20.03 percent from county governments. The 73.51 percent derived from cities represents a 4.31 percent decrease from the proportion of city government support received in 1971, and the proportion of total income received from counties in 1974 (20.03) represents a 1.57 percent increase over the share of total income contributed by county governments in 1971. Six of the 37 member libraries are funded by county governments, with the remaining libraries almost equally divided between those funded by city governments (13), and those receiving support from both city and county governments (14). Both per-capita-served tax support ($2.90) and income ($3.10) for 1974 ranked fifth among systems.

Lubbock Area Library System

Demographic Characteristics

Seventh in total population, the 599,889 inhabitants of the Lubbock Area Library System are divided among 29 counties covering 27,500 square miles, the third-largest system area. More than 85 percent of the counties have populations of less than 25,000, and only one (Lubbock County) has a population greater than 100,000. Some 74.91 percent of the population live in urban areas, ranking the system seventh in percentage of urban population.

The Lubbock System was one of three registering a decline in population from 1960 totals. Its 1970 population represents a 2.78 percent decrease from the 1960 census count of 616,592. Population projections prepared by the Texas Water Development Board forecast an increase in the system's population, however. As shown by Table VIII, a continued population growth of approximately 60,000 persons is anticipated during each decade. As a result of this comparatively modest increase, the system's share of the total state population is expected to decrease by 1.04 percent by the end of the century.

In racial composition, the system ranks fifth in percentage of Negro residents (6.31 percent) and fourth in percentage of population of Spanish surname or language (18.15 percent). Analysis of Table V and VI show the age composition and educational level of the system's population to vary only marginally from the state as a whole.

Although the incidence of poverty (19.48 percent) ranks sixth among systems, the system's minority populations are strongly impacted. A total of 17,388 (45.95 percent) of the system's Negro residents and 49,445 (45.38 percent) of its Spanish speaking or surnamed population live at or below the poverty level, the fourth-highest incidence among these groups.

Library Resources

Twenty-nine of the state's 368 public libraries are located within the system's boundaries as are 14 special and 9 academic libraries, which ranks the system sixth, seventh, and eighth respectively. Only two of the ten systems (the Texas Panhandle and Trans Pecos systems) have fewer libraries. Six public libraries are not system members, but serve only 25,703 people, the smallest percentage of population served by non-member libraries among systems (4.45 percent).

The Lubbock System ties Abilene for the largest number of counties without service with five in each system. The 4,849 residents of these unserved counties (Borden, Glasscock, King, Loving, and Motley) comprise .81 percent of the system's population, which ranks sixth.

System Characteristics

Since 1971, membership in the Lubbock System has increased through the addition of one Area (Size II) Library and seven Community (Size III) Libraries to its 1975 membership of 23 libraries. In 1974, member libraries served 91.28 percent of the system's population, the second-highest percentage reported. The number of full-time equivalent library staff positions employed by system libraries in 1974 (151.73) ranked seventh, but represented an increase of more than 30 percent from the system's 1971 total of 115.92 positions.

Book stock of the system increased at the third-highest rate from the 1971 combined holdings of member libraries of 606,301 volumes to its 1974 collection of 849,482 volumes. With 1974 holdings equal to 1.54 volumes per capita served, the system ranked fourth behind its neighbors the Abilene and Texas Panhandle systems, and the Northeast Texas System. During the period 1971-1974, member libraries spent 15.66 percent of their combined total income for acquisition of books, a level of expenditure exceeded only by the San Antonio and Corpus Christi systems.

Total circulation increased at a moderate rate through the years 1971-1974, with 2,037,554 items circulated in 1974. The system's 1974 circulation was at the rate of 3.69 items per capita served, the third-highest figure among systems. Table XVII shows that the increase in book circulation (10.06 percent) during this four-year period ranked sixth, and that the increase in non-book circulation (44.14 percent) ranked seventh.

Finance

In contrast to all other systems, county government support of the Lubbock System's libraries represents the major share of total income. Over 69 percent of the combined 1974 total income of the system's member libraries came from county governments, with city government support accounting for an additional 27.46 percent of the total. The proportion of total income derived from city and county sources has remained virtually constant since 1971.

As the figures above suggest, the system's membership includes the largest number of county libraries. Table XXI indicates that in 1974, 69.6 percent of member libraries (16) were dependent wholly on county government funding, by far the largest percentage and number of the ten systems. Only one of the system's libraries received only city government support, with the remaining six libraries receiving both city and county support.

The system's 1974 per-capita-served tax support ($2.65) and per-capita-served income ($2.72) ranked sixth. Tax support, however, increased at the third-highest rate among systems (38.74 percent) from the 1971 figure of $1.91 per capita.

San Antonio Major Resource System

Demographic Characteristics

The San Antonio System ranks fourth in population with 1,100,965 residents, and also ranks fourth in land area with its boundaries enclosing 27,500 square miles. Of the ten systems, only the Trans Pecos System is comprised of fewer counties than San Antonio's total of 21. The vast majority of the system's counties are sparsely populated, with more than 85 percent (18) having less than 25,000 persons. One of the four systems containing a county with a population of more than 500,000, the 830,460 residents of Bexar County represent more than 75 percent of the system's total population. Twelve of the 21 counties have urban populations of 50 percent or more, and the 86.94 percent of the system's population living in urban areas ranks fourth among systems.

The system's 1970 population reflects an increase of 17.11 percent from its 1960 population of 940,141. Table VIII, based on projections of population prepared by the Texas Water Development Board, forecasts continued growth but also a decline in the system's share of the total state population.

With 63,519 Negro residents (5.77 percent of the system's population), the system ranks sixth in percentage of Negro residents, and ranks third in percentage of Spanish-speaking or surnamed residents (45.44 percent). The system's 500,333 residents of Spanish surname or language, however, is the second-highest system total, exceeded only by the Corpus Christi System. Table V shows the age composition of the system's population to vary little from state totals, with a slightly higher percentage of persons below the age of 18 and a slightly lower percentage of residents aged 18 and above.

Compared to the other systems, the educational level of the system's population is low. San Antonio ranks second only to the Corpus Christi System in the percentage of population completing less than nine years of school (18.91 percent), ranks eighth in percentage of high school graduates (12.06 percent), and ninth in both percentage completing one to three years of college (5.18 percent) and four or more years of college (4.74 percent). The system ranks third in incidence of poverty with 252,167 (22.90 percent) of its residents living at or below the poverty level.

Library Resources

Located within the system's boundaries are 26 public, 38 special, and 13 academic libraries. The system ranks fifth in both number of special and academic libraries, but has the second-smallest total of public libraries. Of the 26 public libraries, 18 hold system membership while 8 do not. The non-member libraries serve a relatively small 5.77 percent of the system's population.

San Antonio, like the Texas Panhandle and Trans Pecos systems, has only one county receiving no library service. The 2,013 residents of Real County comprise only .18 percent of the system's population, the lowest percentage of population without library service of the ten systems.

System Characteristics

The system's current membership of two Area (Size II) Libraries and 15 Community (Size III) Libraries represents an increase of five Community Libraries since 1971. Table XII indicates that member libraries have served more than 90 percent of the system's residents since 1971, and the 1,032,175 persons served by system libraries in 1974 represents 93.75 percent of the total population, the highest system total. The number of full-time equivalent staff positions employed by member libraries increased by approximately 17 percent between 1971 and 1974, from 176.35 to 206.38 positions.

Combined 1974 holdings of system libraries formed a book stock of 1,138,451 volumes, the fifth-largest system collection, but last in number of volumes per capita served (1.10 volumes). Although the system's members spent an average of 16.75 percent of their combined total income for acquisitions from 1971 through 1974, the highest percentage expenditure for this purpose among systems, book stock increased by the second-smallest percentage (23.13 percent), and the increase in volumes per capita served during this four-year period (.17 volumes) was the smallest reported.

The system's 1974 total circulation of 3,039,434 items represents a 3.52 percent increase over its 1971 total circulation of 2,936,017, the smallest increase among systems. A total of 2.94 items per capita served were circulated in 1974, the smallest system total.

Book circulation increased only 1.59 percent between 1971 and 1974, with only Abilene reporting a smaller increase. Non-book circulation, however, increased by more than 110 percent during this same period.

Finance

In 1974, 75 percent of the system's libraries (12) received city and county funding, three received support only from city governments, and one from only county government. As in the majority of systems, city governments provided the largest share of the system's combined total income (89.11 percent), with county contributions amounting to 8.31 percent of total income. During the period 1971-1974, the proportion of total income coming from county government support increased by 1.28 percent, while the proportion represented by city government support decreased 1.95 percent.

Per-capita-served tax support and income of the San Antonio System ranked last in 1971. Although Tables XXII and XXIII indicate that the 1974 figures reflect larger percentage increases than the majority of systems, both tax support ($2.12) and income ($2.17) remain the lowest among systems.

VIII. THE SURVEY QUESTIONNAIRE: DESIGN, METHODOLOGY, AND ANALYSIS

This section discusses the design of the survey instrument, the methodology employed in the tabulation and analysis of the responses, and the results of the survey. Aggregate response data is presented in Appendix C. Individual tabulations of responses for each Major Resource System have been prepared and a copy of the tabulation distributed to member libraries for their system.

Questionnaire Design

The questionnaire was intended to secure the broadest possible input from system libraries, a goal both consistent with and mandated by the scope and intent of the study. Approximately three weeks were devoted to design and pre-testing of the questionnaire, which was divided into five sections: Section I in which respondents were requested to rate the importance and effectiveness of services currently received from their Major Resource System and the State Library; Sections II and III which were designed to assess the importance to the respondents of potential programs and activities; Section IV containing questions related to system organization and operation; and Section V, designed to assess current and future library staffing needs. Questionnaire items were selected from appropriate documentation including annual system plans of service and other State Library records, reports and publications on the organization and operation of library systems in other states, and through discussions with State Library personnel.

Sections I, II, and III included rating scales on which participants were instructed to indicate their responses. Space was provided below each item for comments. Sections IV and V contained forced-choice and multiple-response items.

A draft of the questionnaire was pre-tested by selected personnel representing the State Library and all three classifications of member libraries, and by special consultants participating in the study, in mid-October. The results of the pre-test and comments of those participating in the review were incorporated into the questionnaire prior to production. The final version of the questionnaire (Appendix B) was mailed October 29.

Processing Methodology

Responses were recorded by classification of library for each Major Resource System. The rating scales consisted of 17 point values, with a value of 1 assigned the first vertical line, and each subsequent point on the scales (both vertical and the horizontal spaces between the vertical lines) was numbered consecutively and the responses tabulated according to their location on the scale.

For use in the report, the raw data was manipulated in two ways. First, the scales were "collapsed" to five intervals: "Not important," "slightly important," "important," very important," and "extremely important," for the importance scale, and "not effective," " slightly effective," "effective," "very effective," and "extremely effective," for the effectiveness scale. Second, the median response, that point on the scale above which one-half of the responses were located and below which one-half fell, is generally used throughout the report to indicate the overall response. The median is the measure most commonly used to describe the overall rating of an item defined by the distribution of responses on a scale, and is often used to define a "consensual response." It provides a better measure of central tendency than the arithmetic mean, which is affected more severely by extreme responses.

Analysis of Responses

The questionnaire was mailed to all 247 member libraries and to all members of the Advisory Councils of the Major Resource Systems. The response from the library community, which may in itself be significant, was excellent for a survey of this type and considerably higher than similar surveys conducted over the years by the State Library. A total of 176 libraries participated, a response rate of over 71 percent. In contrast, the response rate for Advisory Council members was low, with 23 of the 60 members responding and a majority responding from only three Major Resource Centers. Advisory Council responses are discussed in Chapter VI.

Selected aggregate responses to the survey have been cited in previous sections of this progress report. All responses must, realistically, be considered as influenced by the present state of development of library systems in Texas. A relatively new and still evolving concept, librarians of the State cannot be expected to be equally knowledgeable of current or potential developments in system organization, operations, or services. In an attempt to assess the expertise of the respondents as related to the content covered by the questionnaire, a self-rating question was included. Respondents were asked to rate their overall knowledgeability of the concepts addressed by the questionnaire. Five possible responses were provided ranging from "highly knowledgeable of all areas" to "knowledgeable of a few areas." The majority of respondents (53.98) rated themselves knowledgeable of most or knowledgeable of all areas, 42.62 percent rated themselves knowledgeable of some or knowledgeable of a few areas, and only 6 respondents felt highly knowledgeable of all areas.

The results of the self-rating by respondents does not limit the validity of the responses to the majority of questions, but should be weighed in the conclusions drawn, particularly in questions dealing with the more technical aspects of system operations.

Current Programs and Activities

Section I of the questionnaire was intended to serve a dual purpose. In addition to giving system librarians an opportunity to rate the importance and effectiveness of programs and activities offered by their Major Resource System and the State Library, the section was designed to determine which of the items listed were offered by the Major Resource Systems. The responses to this section were less than conclusive. In many cases, the directions for Section I were not followed carefully resulting in the items being rated on both sets of scales. Many activities and programs which were indicated to be currently available were proposed but not yet implemented programs for upcoming fiscal years; others may have been services provided member libraries but not actually supported by system funds. The presentation of responses to Section I was based on an analysis of available documentation as well as actual response patterns. Generally, if an item was indicated by an MRC to be currently available, the responses were so recorded. The ratings given by member libraries to programs currently received from their respective Major Resource Systems are included in the individual response summaries.

Of the 36 items listed in Section I, nine were determined to be applicable to a majority, if not all, of the Major Resource Systems. Two of these, interlibrary loans, and interlibrary subject requests, were rated quite highly by the majority of respondents. Consulting and technical assistance programs were rated above important by all classifications of libraries with the exception of one system in which the programs were rated "not important" by the MRC and only "slightly important" by the Area Libraries. Judgments of the effectiveness of the programs varied by system. Four of the ten systems rated consulting and technical assistance programs "effective" or above, while Area Libraries in five systems rated the programs as less than effective, a view shared by Community Libraries in two systems. Staff development activities (workshops, conferences, training sessions, etc.) were rated above important by all systems and above effective with the exception of a single MRC.

System coordination and administration was viewed as "important" to "extremely important" by the majority of respondents, but was generally rated lower on the effectiveness scale. Area libraries in two systems rated the systems' coordination and administration as less than effective. Area Libraries were also the strongest critics of the effectiveness of the development of the annual regional system plan of service, with Area Libraries in four systems rating this activity as less than effective, a rating also given evaluation of regional system programs.

Compilation of statistical information by the State Library was rated important or above in the majority of systems, but was rated generally lower in terms of effectiveness. Assistance in local budget planning was rated surprisingly low in both importance and effectiveness.

Potential Programs and Activities

As current and potential programs, acquisition of audio-visual materials and equipment were rated "important" or above in the majority of systems although the median response from Community Libraries in two systems was below important. Ratings of effectiveness in those systems with these programs varied by system. Distribution of book selection lists drew a mixed response. The majority of respondents rated this activity above important, but Area Libraries and MRC's in several systems were less enthusiastic.

Centralized purchasing and centralized processing of materials were rated "important" or above by two systems, and less than important by four. Centralized purchasing was rated "important" or above by two other systems, but centralized processing was rated less than important by respondents from these systems.

Reaction to delivery services for interlibrary loans was mixed. Generally, the larger libraries (Area Libraries and MRC's) rated delivery services as more important than the Community Libraries. The importance of utilizing Area Libraries as referral centers in the interlibrary loan program was generally rated "important" or above by Area and Community Libraries. MRC's, however, rated this as less than important in nine of the ten systems. The majority of respondents did feel, however, that using interlibrary loan usage records in the determination of acquisition policies was important.

Overall, items dealing with both intrasystem and intersystem reciprocal borrowing programs were rated "important" or above, with MRC's tending to rate such programs lower than their member libraries. Establishment of regional and statewide coordinated acquisition policies were generally rated below "important" with MRC's typically rating these programs slightly higher than other classifications of libraries. Systemwide computerized cataloging drew support from several systems, and was generally rated higher in importance than systemwide computerized circulation. Designation of individual libraries as depositories of specialized subject collections for interlibrary loan purposes also drew support from nine systems.

Provision of legal consulting services was viewed as desirable by a number of respondents, while building consultant services was rated "important" or above by the majority of systems. Specialized consulting services in such areas as cataloging, children's services, and adult services, was rated above important in virtually all Major Resource Systems, and was rated more highly than legal or building consulting services.

A near consensual response was received on the issue of improved methods of evaluating library services, with the median response from all classifications of libraries (with the exception of Community Libraries in two systems) falling at or above "important" on the scale. Development of location tools and indexes drew a similarly favorable response.

Both adult education programs and programs aimed specifically at disadvantaged groups were rated important, with some difference of opinion among classifications of libraries in a few systems.

Utilization of Area Libraries' staff in the provision of consulting and technical assistance programs was generally rated "important" or above, as was providing Community and Area Libraries with a stronger voice in regional and system affairs. In several systems the MRC rated both items lower than other member libraries.

With the exception of one MRC, respondents rated establishment of exchange agreements with school, academic, and special libraries for reciprocal borrowing of materials as "important" or above.

General Questions

Among responding libraries, 66 (41.77 percent) felt that the money spent on system services could better be used to provide library services if it were distributed as direct (proportional share) grants to individual libraries. There appears to be no correlation between this response and the satisfaction or dissatisfaction expressed in the ratings of MRC performance, however. The comments of respondents who favored a direct-grant approach primarily addressed the desire to fulfill local needs and priorities, which may be symptomatic of the exclusion of individual goals from system plans and programs, or of a lack of awareness of the systems concept as it relates to cooperative endeavors.

Statewide, the majority of respondents (65.23 percent) indicated their preference for alternate forms of system governance, a preference consistent with the responses from member libraries in six systems. In four systems, however, the majority of respondents favored the present organization of system staff located in a Major Resource Center responsible to the MRC Director. The Major Resource Centers of three systems also expressed a desire to be relieved of their current administrative role as system coordinators.

By a narrow margin (78 to 75), system libraries favored the availability of separate funds on a competitive grant-type basis for innovative or pilot programs. Individually, five systems approved of this type of program, four by rather substantial margins, four were opposed, and one was evenly divided on the issue.

Question 14 (Appendix B, p. 14) was designed to ascertain the views of system members with respect to selected characteristics of the geographical area covered by their Major Resource System. Specifically, respondents were requested to indicate whether they felt more or less of the following characteristics: number of libraries; population; urban population; or rural population would enable their system to provide first-class system services. The fact that the question was not clearly understood by respondents was evidenced by their comments on the question. Admittedly, unless the respondents read the question as implying that changes in the characteristics listed could be affected by redefinition of current district boundaries, confusion was inevitable, and the majority of systems indicated a preference for "no change." Two systems, however, were generally in favor of increasing the number of libraries and population. Significantly, these were the Texas Panhandle and Trans Pecos systems, which rank ninth and tenth in library resources, and tenth and eighth in population respectively.

Two questions were asked on the subject of State certification of system librarians. The first of these asked respondents if they favor State certification of system librarians, resulting in an overall affirmative response of 68.07 percent. Librarians of nine systems responded affirmatively by relatively large margins, while one system (Fort Worth) was evenly divided. A second question asked if State certification should substitute in cases in which member libraries would be required to employ a graduate of an ALA accredited school, as currently required by the Library Systems Act rules and regulations for one full-time professional librarian position in Major Resource Centers and Area Libraries. Affirmative responses were received from nine systems. Statewide, 61.88 percent of those responding favored such a substitution.

Fee requirement for system membership was soundly rejected by a 92.26 to 7.74 percent margin. Of those responding, only 1 Major Resource Center, 5 Area Libraries, and 7 Community Libraries answered affirmatively.

Ninety respondents were opposed to system sponsorship of special services could not be financed with regular system funds, while 63 were in favor of such an arrangement. Responses from individual systems indicate that six were opposed, although three by relatively small margins, while two were in favor and two evenly divided on the issue. The response was required to be made in the abstract, of course, as no specific program was mentioned as a potential example of this dual financing scheme.

Designation of systems as district taxing authorities for the purpose of raising funds for system services was favored by only 25 libraries, and opposed by 124. All systems responded to the question negatively. The majority of libraries, however, favored contractual arrangements under the Interlocal Cooperation Act for revenue raising purposes with 54.69 percent so responding. Three systems opposed such contractual arrangements, six viewed it as a viable alternative, and one was divided on the question.

Some 58 percent of libraries responding to the question felt the participation of Area Libraries in the provision of system services should be increased. Area Libraries endorsed the possibility of an increased role by more than a three-to-one margin and were supported by six Major Resource Centers and 48 Community Libraries. Eight systems favored increasing the role of Area Libraries, while two (Lubbock and Fort Worth) did not.

The prospect of subdividing the systems' geographical areas into districts with an Area Library designated responsibility for the provision of selected services to Community Libraries in each district was approved by 53.55 percent of the respondents. Four systems expressed opposition to organization of this type, while six approved it in principle by margins ranging from substantial to slight.

Member libraries were overwhelmingly opposed to increasing the number of existing library classifications established by the Library Systems Act, with over 90 percent so indicating. Again, the response to this question was probably affected by the failure to provide respondents with either additional explanation or specific examples.

Conclusions

The survey results serve two purposes. First, they provide a valuable source of input to the study, particularly those responses reflecting member libraries' views of the current organization and governance of the system. And second, the tabulation and distribution of the responses of libraires of each system provides both system coordinators and librarians with an additional source of management and planning information, with which to assess member libraries' views of current operations and programs and their reactions to potential programs and future system development.

The results point to an honest difference of opinion between Major Resource Systems and among classifications of libraries constituting the systems' membership. To the extent these differences are not adequately addressed, to the mutual satisfaction of member libraries, in the planning and decision-making process, serious organizational and administrative problems will persist. To the extent such differences represent a lack of awareness of the systems concept, these can be expected to diminish over time but also point to the need for an accelerated effort to increase the awareness of the potential benefits of truly cooperative system services. A parochialism apparent in some responses and appended comments would seem to support the latter point.

Much of the questionnaire, given the present stage of system development in Texas, can only be described as attitudinal. However, in cooperative endeavors the attitudes of participants, whether based on informed opinion or uninformed reactions, weigh heavily on success or failure. The format of the questionnaire lends itself readily to retesting, and provides a useful device to assess the reaction of member libraries to future system developments and operations.

IX. SELECTED SALARY LEVELS AND STAFFING PROJECTIONS OF SYSTEM LIBRARIES

Section V of the questionnaire (Appendix B, p. 13) was designed to secure salary data for existing entry-level staff positions in system libraries, and to assess probable and potential changes in staffing levels. Respondents were asked to indicate the number of current and vacant entry-level positions requiring the experience and training stated at time of employment, and to record the minimum and maximum rates of pay for positions corresponding to each of the following descriptions:

I. Graduation from high school and successful completion of 30 semester hours in an accredited college or university, or equivalent experience.

II. Graduation from an accredited college or university with a major in library science.

III. Graduation from an accredited college or university with a master's degree in library science

IV. Graduation from an accredited college or university with a master's degree in library science and two years successful library experience.

A total of 162 libraries responded to this section of the questionnaire. The salary data was then compiled by Major Resource System and tabulated. Pay ranges for positions corresponding to each description were then analyzed, and a minimum, median, and maximum annual amount calculated from the minimum and maximum rates of pay reported. The results of this analysis are presented in Tables C, D, E, and F.

Salary Levels as a Factor in Recruitment

Compared to the most recent national data available on entry-level positions (fifth-year graduates of ALA accredited schools), the pay ranges reported for positions corresponding to description III (Table E) are competitive at the average medians of $9,433 - $12,308. A survey of 1973 graduates conducted by Carlyle J. Frarey and Carol L. Learmont (Library Journal, July, 1974) reported a median entry-level salary of $9,075 for fifth-year graduates, and a median entry-level salary of $8,500 for the Southwest (Texas and Oklahoma). However, the average median salary figures shown in Table E are generally affected by the larger libraries which have a larger number of positions and typically pay higher salaries. The median salaries of four of the Major Resource Systems (Abilene, Texas Panhandle, Corpus Christi, and San Antonio) are below the average figure, and only one of the actual minimum rates reported (by the Major Resource Center of the Trans Pecos System) was comparable to the median entry-rate reported nationally. The actual pay ranges reported by system libraries for entry-level positions requiring a master's degree in library science range from $5,000 to $11,938 at the minimum or entry-rate to a maximum of $5,000 to $15,996.

Nationally, graduates with previous library experience received average beginning salaries of $10,371. Table F , which presents salary data for staff positions in system libraries requiring both a fifth-year degree and two years prior experience, shows the minimum rates of pay to be generally below the national level. The actual minimum salaries shown in Table F are below the national figure in all but one system, and the median entry-rates for six of the ten systems are also less than the $10,371 national average.

The national pay data cited is for graduates of ALA accredited schools, who typically command slightly higher salaries particularly upon initial employment Salaries paid by system libraries for comparable positions may be influenced by the fact that 60 of the libraries reporting salary data do not require graduation from an ALA accredited school for positions requiring a master's degree in library science.

Current and Projected Staffing Levels

Pay as a factor in recruitment is affected by numerous variables, perhaps the most important of which is the supply of and demand for qualified personnel. In order to assess the latter, respondents were asked several questions designed to assess current and projected staffing patterns of system libraries.

The number of current and vacant positions corresponding to each of the descriptions presented are shown below:

	Current Positions	Vacant Positions
Description I	546.75	19
Description II	206.00	14
Description III	288.50	16
Description IV	176.50	11
Total	1,217.75	60

Two other questions were asked to project future staff increases. The first of these asked respondents to indicate how many positions corresponding to the descriptions presented they expect to be created in their libraries in the next year. The responses to this question are presented below:

	Description			
	I	II	III	IV
Number of Positions	33	12	12	5

A second question asking respondents how many positions of each type they would recommend be created if local funds were available drew the following response:

	Description			
	I	II	III	IV
Number of Positions	104	64	73	24

Both the anticipated and recommended increases in number of staff positions were small, equivalent to 2.22 and 9.50 percent of the 1974 total of 2,790.72 full-time equivalent library staff positions employed by member libraries respectively.

TABLE C
PAY RANGE DATA: DESCRIPTION I
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	Number of Libraries Reporting	Number of Current Positions	Minimum Rate			Maximum Rate			Number of Vacant Positions
				minimum	median	maximum	minimum	median	maximum	
Abilene Major Resource System	01	8	36	$ 2,400	$5,320	$ 5,340	$ 2,400	$7,890	$ 8,280	0
Texas Panhandle Library System	02	7	22	3,432	6,292	6,864	4,472	8,580	8,760	1
Central Texas Library System	03	19	52.5	3,120	5,054	9,377	3,848	6,327	9,480	0
Corpus Christi Area Library System	04	15	31	4,248	5,054	8,406	4,992	7,866	12,000	0
Northeast Texas Library System	05	29	58.25	3,540	5,760	9,252	4,095	7,892	13,020	3
Trans Pecos Library System	06	0	---	----	---	----	----	---	----	--
Fort Worth Major Resource System	07	31	44	2,800	4,608	5,808	2,800	5,628	7,384	0
Houston Area Library System	08	23	242	2,400	5,564	7,509	2,640	12,116	12,116	15
Lubbock Area Library System	09	18	25	4,160	5,256	8,755	4,160	6,276	8,755	0
San Antonio Major Resource System	10	12	36	1,200	5,160	6,908	1,200	7,992	7,992	0
	Total	162	546.75	$ 3,033[2]	$5,341[2]	$ 7,580[2]	$ 3,401[2]	$7,839[2]	$ 9,754[2]	19

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[1] Pay data corresponds to entry-level positions requiring the following experience and training at time of employment: Graduation from high school and successful completion of 30 semester hours in an accredited college or university, or equivalent experience.

[2] Average figures.

TABLE D
PAY RANGE DATA: DESCRIPTION II
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	Number of Libraries Reporting	Number of Current Positions	Minimum Rate			Maximum Rate			Number of Vacant Positions
				minimum	median	maximum	minimum	median	maximum	
Abilene Major Resource System	01	1	NA	$ 5,544	$5,544	$ 5,544	$ 5,544	$5,544	$ 5,544	NA
Texas Panhandle Library System	02	1	1	10,500	10,500	10,500	10,500	10,500	10,500	0
Central Texas Library System	03	5	10	3,600	5,866	9,480	4,368	7,363	11,233	1
Corpus Christi Area Library System	04	5	6	5,900	9,327	9,426	5,900	11,550	11,868	0
Northeast Texas Library System	05	8	37	4,500	9,996	9,996	6,160	14,064	14,064	7
Trans Pecos Library System	06	1	1	6,000	6,000	6,000	6,000	6,000	6,000	0
Fort Worth Major Resource System	07	3	10	6,348	8,916	8,916	7,848	11,388	11,388	1
Houston Area Library System	08	12	98	5,699	8,450	14,129	6,000	13,026	14,129	5
Lubbock Area Library System	09	3	14	6,000	6,000	8,220	7,200	7,200	8,436	0
San Antonio Major Resource System	10	2	29	5,760	7,248	7,248	5,760	9,720	9,720	0
	Total	41	206	$ 5,985[2]	$7,785[2]	$ 8,946[2]	$ 6,428[2]	$9,636[2]	$10,288[2]	14

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[1] Pay data corresponds to entry-level positions requiring the following experience and training at time of employment: Graduation from an accredited college or university with a major in library science.

[2] Average figures.

TABLE E
PAY RANGE DATA: DESCRIPTION III
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	Number of Libraries Reporting	Number of Current Positions	Minimum Rate minimum	Minimum Rate median	Minimum Rate maximum	Maximum Rate minimum	Maximum Rate median	Maximum Rate maximum	Number of Vacant Positions
Abilene Major Resource System	01	2	4	$ 6,500	$6,500	$ 7,920	$ 6,500	$6,500	$10,380	1
Texas Panhandle Library System	02	2	9	7,200	8,760	8,760	7,200	11,748	11,748	0
Central Texas Library System	03	5	47.5	5,000	10,774	10,774	5,000	12,779	12,779	1
Corpus Christi Area Library System	04	6	13	7,300	9,000	11,142	9,300	12,000	15,996	1
Northeast Texas Library System	05	11	58	6,000	11,100	11,100	7,050	15,624	15,624	3
Trans Pecos Library System	06	1	9	10,674	10,674	10,674	13,695	13,695	13,695	1
Fort Worth Major Resource System	07	7	37	5,076	9,744	9,744	5,096	12,432	12,432	0
Houston Area Library System	08	11	77	7,560	9,880	9,880	7,560	14,092	14,092	8
Lubbock Area Library System	09	5	17	7,500	9,506	11,938	7,500	12,979	14,040	1
San Antonio Major Resource System	10	1	17	8,388	8,388	8,368	11,232	11,232	11,232	0
	Total	51	288.5	$ 7,120[2]	$9,433[2]	$10,032[2]	$ 8,013[2]	$12,308[2]	$13,202[2]	16

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[1] Pay data corresponds to entry-level positions requiring the following experience and training at time of employment: Graduation from an accredited college or university with a master's degree in library science.

[2] Average figures.

TABLE F
PAY RANGE DATA: DESCRIPTION IV BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	Number of Libraries Reporting	Number of Current Positions	Minimum Rate			Maximum Rate			Number of Vacant Positions
				minimum	median	maximum	minimum	median	maximum	
Abilene Major Resource System	01	2	10	$ 8,640	$8,640	$10,000	$13,900	$14,340	$14,340	0
Texas Panhandle Library System	02	2	7	7,920	9,168	9,168	8,220	12,324	12,324	0
Central Texas Library System	03	4	12.5	8,075	11,790	13,342	11,790	16,016	22,140	0
Corpus Christi Area Library System	04	3	8	8,925	9,600	12,126	9,486	11,742	17,412	2
Northeast Texas Library System	05	12	62	5,595	11,940	14,160	5,595	16,788	16,788	5
Trans Pecos Library System	06	1	5	11,789	11,789	11,789	15,150	15,150	15,150	0
Fort Worth Major Resource System	07	3	4	6,000	7,920	11,800	8,600	11,148	11,800	0
Houston Area Library System	08	4	41	7,000	11,492	11,492	8,000	16,172	16,172	4
Lubbock Area Library System	09	2	6	10,192	10,192	10,560	10,560	16,162	16,162	0
San Antonio Major Resource System	10	4	21	7,800	9,720	10,000	7,800	25,728	25,728	0
	Total	37	176.5	$ 8,194[2]	$10,225[2]	$11,444[2]	$ 9,910[2]	$15,557[2]	$16,802[2]	11

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[1] Pay data corresponds to entry-level positions requiring the following experience and training at time of employment: Graduation from an accredited college or university with a master's degree in library science and two years successful library experience.

[2] Average figures.

X. ANALYSIS OF ORGANIZATION, OPERATIONS, AND GOVERNANCE OF THE STATE LIBRARY SYSTEM

The purpose of this report, the first of four to be prepared during the study, is to review existing institutional arrangements, and the program elements which facilitate their analysis, identify problems indicating need for modifications of governance in order to insure continued development of cooperative library systems in Texas. There are several central questions. Since adoption of the Library System Act of 1969 has the potential of cooperative library programs developed satisfactorily? What, if any, obstacles have been encountered? What circumstances restrain the normal realization of the program's objectives? Can successes in other states serve to aid program development in Texas? How can experience to date be used to improve on governance and operations in the future?

Favorable portents for library cooperation were evident prior to and following passage of the 1969 Act. In the first place, the library community was desirous, in most cases, of organized, state-coordinated, cooperative efforts. Goodwill was extended by official bodies and individuals at all levels. The original legislation, utilizing the generally brief experience of other states, set the movement on course in a logical fashion probably well designed for then existing circumstances and known factors.

Nothing said hereafter is intended to detract from achievements to date or the merits of many distinguished librarians, government officials, and others who have contributed well in launching the cooperative endeavors for library development in Texas. The concept of library cooperation on a new and greater scale, involving all levels of government, has been generally applauded. The program is being actively implemented. Librarians and the public appreciate its values. Legislative representatives, local and state, have given it the most critical of endorsements: funding. Indeed, most of these same influential persons are or will be participating in this review of cooperative operations to date to determine what further goals to adopt and the best means to achieve them.

Such a review requires a keen examination of the way in which library-system activities are being carried out. The provisions of the original law, created out of hope but without the benefit of well-tested methods must be dissected and scrutinized in the light of subsequent events. Where previously no experience with such library law existed in Texas, now there are many who have lived with and observed the course of affairs. They are aware of the onset of problems which detract from current performance and which, if they should further develop, could lead to curtailment of support and decline of cooperative services. But hope is contrary to this, and looks instead to a bright future for library development in the State under circumstances of full cooperation among librarians and the groups they serve.

Review of Major Obstacles to Library Cooperation Under the Library Systems Act

The following analysis of problems and shortcomings is presented in order that the issues may be fully presented for constructive discussion and discriminating decision. The presentation is intended to be direct, balanced, impersonal, but frank and clear, with the view that this will lead to common-sense solutions to the indicated problems.

Conceptual and Planning Problems

The need for arriving at a common understanding among librarians and continually adjusting to it as conditions change pervades system operations. The following points deal with this factor.

The concepts of cooperative library systems, despite favorable inclinations in general, are not adequately understood in all of their ramifications by the library community

Cooperation among libraries, and especially between levels of program responsibility is trammeled by inadequate information among participants of the goals, procedures, methods, and programs. Everywhere the consultants went to meet with librarians, the comments received disclosed this very basic trouble. Responses to the questionnaire revealed this problem starkly, and the desire of the librarians to remedy the situation. Too much has been taken for granted about mutuality of aims. A multi-faceted effort is called for, with all librarians participating and contributing, in addressing each major aspect of this problem.

Adequate recognition has not been given to the complexities of this cooperative movement, one of the most significant of the century in the field of library science, nor the corresponding effort made to reach a common and enthusiastic understanding of objectives and methods upon which all cooperation depends for success.

Active involvement and participation is one of the best means for gaining understanding. However, system members say that meaningful participation is one of the principal elements which has been lacking.

The Major Resource Centers, in varying degrees, have not achieved an adequate consensus for or understanding of cooperative programs in their district, nor have they always satisfied the member libraries with their planning and management.

Cooperation among scattered autonomous public libraries must be essentially a grass-roots endeavor. If this were not so, centralized management by state government would probably have emerged somewhere in the country, and it has not. It is clear that under the 1969 Act the obligation for leadership in creating cooperative programs capable of gaining wide acceptance and even enthusiasm among member libraries was accepted by the MRC's. Although pleased in part, and in some systems more than others, the member libraries have registered a sharp disillusionment with this leadership, finding it in most cases lackluster and inadequate to the bright opportunities possible.

On the other hand, the position of MRC's must be understood. Their willingness in the first place to undertake the responsibility of system coordination merits the appreciation of all member libraries. It represented an added task, major in proportions as the program expanded, which competed for time and attention on already crowded calendars. New and unusual administrative arrangements and procedures were required. Precedents were lacking. Qualified staff was not always readily available. Obviously, in some cases, sacrificial and deeply interested effort was dedicated to the task, often without the knowledge of the beneficiaries. Some MRC's, when circumstances are taken into account, did many things well. Others, unfortunately, did not.

However, under the circumstances that existed, what better alternatives were there for initiating the cooperative program? Consideration should be given to the possibility that certain organizational arrangements, inherent in the law and its implementation, also played a decisive role by complicating the implementation of the Systems Act and dulling the leadership potential of even the best MRC. This study is addressed to that point.

> The State Library has not done enough to establish firmly an understanding of the goals of the 1969 Act, to provide guidelines for program selection, and to take more direct action when faced with serious system program deficiencies.

Recognition by the State Library of the limitations of the MRC's in program planning came slowly. Too much was expected and adequate steps to rectify early inadequacies were not taken. After less than comprehensive plans for the first full-funded year were received, insufficient groundwork was laid for improving understanding of statewide goals through such means as adoption of program standards and guidelines based on wide participation of the library community in their formulation. The decision of the State Library to accept virtually any system program plan presented for FY76 was not in accord with its responsibilities.

However, the State Library was beset with difficult decisions about the best administrative style to be employed. There is little evidence of peremptory action by the State Library. On the other hand, considerable effort was made not to "second guess" the plans of the ten systems. Development of local planning and management capabilities was desired. Strong centralized control at the state level was not wanted, nor was it implied in the Systems Act. In general, a give-and-take discussion of program issues on their merits has characterized relationships, with considerable patience shown in the face of obvious shortcomings, some serious, among the MRC's.

In fact, however, the State Library has a legal responsibility for providing guidance and then corrective action. Ultimately the inadequacies of individual system managements, if tolerated too long, can become the same for the State Library. However, problems of this nature sometimes have the merit of disclosing need for fundamental changes in the structure of relationships, as well as for mere operating adjustments. We must rely on the observation and analysis of such problems to help determine the direction and depth of corrective action to be taken.

> The annual plans of service prepared by the MRC's have not reflected adequately the views of member libraries with respect to their service priorities.

In most, but not all, systems, the member libraries feel ignored with respect to truly effective participation in planning cooperative activities. Because of previous experience, 1975 witnessed greater attempts by MRC's to hear from members. This was done primarily by inviting the library directors to meetings where, all too often, they felt that decisions had already been made. Neither did the Advisory Councils, on the whole, suffice to represent the members' views to the MRC.

System planning did not achieve the results of good program planning techniques well applied. It was not based on measurement of each library's needs or against a well-defined range of possible system assistance. It did not secure the strength of unanimity for system programs, or serve each library for self-evaluation against system standards. Too often the planning was for member libraries, not with them. System services were conceived as given to, not shared with.

Each of the ten systems tended to plan in isolation, largely ignorant of the other nine, as if Texas were ten states instead of one. The normal benefits of exchange of planning information were lost on the whole. Meetings of MRC directors to discuss planning and other system matters have not been held for about a year, either on their own volition (as done in some states), or through initiative of the State Library. (A possible factor here could be that because of lack of adequate joint planning and shared information within the systems some directors might not have been considered prepared to present accurately the point of view or program wishes of the membership as a whole.)

> Adequate program guidelines have not been adopted by the State Library; the authority of the rules and regulations authorized by the 1969 Act has not been utilized as a means for establishing the more fundamental service requirements.

The rules and regulations adopted by the Commission under the authority of the Library Systems Act have not been extended to system planning and programing, but are primarily procedural or related to membership eligibility. They are not adequately used as a means for establishing program minimums.

Neither have comprehensive program guidelines been created in some other fashion. The State Library's plan of service does not serve adequately in their place. Evaluation of system plans and services is made more difficult and seemingly arbitrary in the absence of such guidelines.

While the desire of the State Library to place wide discretion in the hands of MRC's is understandable, the 1969 Act places certain obligations on the State Library for oversight of system performance which have not been sufficiently defined in basic policy.

Common Interests of All Types of Libraries

While limited separate cooperative arrangements have developed in the nation in some instances by type of library, intertype cooperation also is a valued concept by many librarians and a developing reality in some places. Funding arrangements and separate basic sponsorship in the various states have contributed to isolation by type of library. However, as the system concept advances, librarians are seeking organizational arrangements to counter this tendency and to facilitate cooperation in whatever degree they feel is beneficial. Texas faces this same problem.

> The Systems Act does not allow academic, special, and school libraries to share in the services or in the governance of cooperative systems thereunder.

It would be reasonable to expect the library community to endorse legislation enabling all libraries to participate in the degree each library desires in programs of common interest and benefit. This was the original intent of the Plan of Library Developments of the Texas Library Association which led to the adoption of the Library Systems Act. Interviews to date in the course of this study have not revealed any change in this view.

Significant elements of cooperative programs among all types of libraries would be organizational strength, improved planning for resource development and utilization, more effective library services to patrons, and enhanced opportunities for professional development.

As long as the Act places unnecessary restrictions on the ability of libraries, regardless of type, to cooperate voluntarily to carry out common-sense programs on behalf of their patrons, the entire cooperative movement for library development will be weakened. No sound basis for existing restrictions has been heard.

> The potential effect of interstate and national library cooperation on Texas libraries is not adequately recognized in the 1969 Act.

The National Commission on Libraries and Information Science has printed out that cooperative systems in the various states are developing "without benefit of a common purpose and a common approach."[1] The duplication of expenditures, facilities, and efforts are noted, leading "to costly, uneven and wasteful services."

The Commission calls for well-developed state programs. It sees the State Library as "the natural focus for statewide planning and coordination of cooperative library and information services and for coordinating statewide plans..."[2]

The 1969 Act, extending as it does only to public libraries, cannot be expected in its present form to help build the groundwork for adequate participation of Texas in multistate and national programs.

> The Texas State Library Communication Network is not working closely enough with the other networks that have been formed in the State to identify their mutual interests, eliminate duplication, and maximize access to resources on behalf of all Texans, or to prepare the library institutions of the State to participate logically in multistate and national networks as they are developed.

Present members of the State Library System are supplementing formal network arrangements under the interlibrary loan program directed by the State Library (Texas State Library Communication Network) by informal ones with all types of libraries in their local communities, but are not being supported by well developed, rational cooperative arrangements among the numerous limited networks created among various libraries.

One of the problems is that no voluntary group has been organized representing all interests, and no official agency of the State has been specifically designated to develop a scheme for study, analysis, and recommendation of network arrangements with the participation of all libraries concerned. Probably no one contends that the existing status is the best. It came about haphazardly for the most part. Special interests already have been created which are jealous of prerogatives and resistant to sensible review.

Meantime opportunities are lost, services are less than the best, and resources remain under-utilized. The systems concept is not helped under current circumstances, and service potential to library patrons is limited by the lack of cooperation.

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[1] Toward a National Program for Library and Information Services: Goals for Action. National Commission on Libraries and Information Science, Washington, D.C. 1975, p. ix.

[2] Ibid, p. 62.

Program Interests and Problems

Many potentially conflicting interests are involved in program planning and resource allocation. These activities are closely related to the governance structure, which should facilitate the process and lead to sound conclusions.

> Member libraries require more local funding because of increased service to patrons resulting from participation in cooperative services; systems support of the local-funding process is needed.

Many member libraries are reporting more activity in their libraries as a result of system programs, and much more can be expected in the future. More interlibrary loans, more subject requests, more books by mail, more film usage, etc. are calling for more hours from library staff. These hours are financed from local funds.

In fact, virtually all system services require input of both system and local resources. Local resources are and will be mostly "in kind," but the cost of these in money is as real as if they were contributed in cash--all require more local budget allocations.

Local funding of libraries recently has been increasing above the rate of inflation. This must continue if full benefit is to be obtained from cooperative endeavors. System publicity, counseling, and statistical information related to local funding will need to take this into account as ways of aiding member libraries.

> Too large a proportion of system funds are being used for programs traditionally and primarily the responsibility of individual libraries rather than truly cooperative programs that could not be done as well, if at all, except through the system approach.

The Library Systems Act of 1969 implies the union of libraries in carrying out programs that could not be done as well in an isolated fashion if at all. In pursuit of such an objective, libraries are given wide discretion for expending system funds for materials, services, personnel, and equipment. Using the funds primarily in the same manner as previous grants-in-aid, however, would be contrary to the intent and spirit of the Act. A "system" or "cooperative" element is required.

Some of the ten systems have made heavy use of system funds for purchasing books, a typical previous grant-in-aid use. In FY76, for example, one system proposes to spend 92.5 percent of its allocation for materials. (This same system has been noted as one with few and inadequate system programs.) Although two systems have not yet made a decision with respect to the use of a portion of their funds, the average for all systems as of November 20, 1975, was a proposed 64.4 percent.

As already pointed out, improved collections are greatly desired by member libraries, but there is also recognition by some that such purchases could go on indefinitely at a high rate while system development itself languished. In fact, this appears to be just what has happened to an important degree, in some Major Resource Systems more than others. (However, in one system purchases of materials have been negligible.)

This situation raises the question of need for a close look at the intent of the Systems Act with respect to program definition and justification. The fundamental goals of system operations have not been adequately set forth under the 1969 Act. To have gained enactment of important legislation for library development and then risk its funding through lack of understanding or willingness to ascertain and abide fully by its intent would be unfortunate. Furthermore, federal support of the former grants-in-aid appears to be diminishing. The National Commission on Libraries and Information Science points out that, "Merely continuing the past practice of giving small grants to the state for individual libraries or for uncoordinated system development will not do the job." Involved is the question of balance among programs chosen to advance support of cooperative endeavors.

System Services do not adequately provide for program contributions from the smaller libraries, an essential element of truly cooperative endeavors.

Except for the ten designated libraries which have assumed responsibility for system management, all other libraries are currently placed in a category of service recipients. Only in a limited manner in a few of the systems are the other libraries, some even quite large, given a constructive role to play. This situation is especially true since removal of Size II libraries from lending responsibilities under the interlibrary-loan program. With little or no service contribution to make, the tendency to ignore these libraries also in policy-making would be a natural result.

The virtual non-contributory program status of about 96 percent of all member libraries represents a distinct danger to continued viability and acceptance of the entire system philosophy. A cornerstone of systems operations in at least certain systems of other states is said to be input by every library. Every library should be able to consider itself a full partner in the endeavor with responsibility for contributing to program performance in accordance with its capabilities. Programs may be designed to make this practically and economically feasible. Advancing technology may be expected to aid such intent.

Special grants encouraging program innovation and experimentation in one or more systems are not sufficiently employed as a means for more rapid introduction and acceptance of new ideas and economy in their design and development.

Currently, because of the newness of systems operations in the state, many programs are somewhat experimental to the persons carrying them out. However, uncommon projects offering good prospects for better library services but with unknowns in terms of methods and organization could be considered for special grants. This technique has been employed successfully elsewhere, and, indeed, is common and tried method for encouraging advancement in many fields.

Funds appropriated for "formula" distribution to systems could be employed for this purpose by decision of the system headquarters itself, but federal funds or other appropriate state funds allocated by the State Library, is most likely to generate the results desired. Ingenuity and progressive spirit among systems could be rewarded in this way, to the benefit of patrons.

As this study has progressed it has become increasingly evident that total reliance on formula distribution of system funds has worked against development in some systems in the sense that less need existed for justifying programs. Some systems have apparently rested on the well-founded assumption (to date, at least), that they would get their funds anyway, and therefore would spend them as traditionally as desired, or for truly supporting the cooperative concept, however they wished. Competition for at least a part of the funds would have been and still would be salutary, especially in the early years of system planning. If even relatively small amounts of discretionary funds were used for enabling the more progressive systems to move aggressively forward, the influence on hardheaded, effective program planning could be excellent.

The larger libraries do not receive sufficiently wide benefits from system services; they are thought of now more as "givers" than "receivers."

The largest 14 to 16 member libraries should be recognized for certain program development through system activities. While currently the ten which are designated MRC's have tended to receive substantial benefits in collection enrichment, sometimes at the expense of other system services, a balanced and long-range recognition of the special value of their resources to the state is needed.

Contributing to an unsatisfactory condition for these libraries under current arrangements is the lack of adequate attention to intersystem cooperation. The creation of ten districts was not intended to separate the large libraries, although this has resulted to a degree; a tendency has been for each system to look inward in developing services.

The State Library has a responsibility for appraising the special position of the largest libraries, calling on them for their assistance and participation in so doing. Further, the State Library is the logical organization to promote intersystem cooperation and work against system isolation. The system boundaries were not created to raise barriers. To talk to other large libraries most have to cross system lines.

Among the larger libraries, the two largest constitute a major resource for the entire state. If the governing bodies of these two libraries are willing for them to assume this special position under terms not prejudicial to their own population, and the State Library so proposes, the way would be open for a long-range plan offering improved service potentials to all inhabitants. This would no doubt call for coordinated planning between the two libraries in order to justify state interest and support and to achieve a logical degree of cost effectiveness and resource expansion. A determination of actual needs and benefits would be required--not an easy process.

> The public libraries are not being sufficiently utilized for serving the blind and physically handicapped. The service is excessively centralized in a division of the State Library.

A substantial majority of public library directors responding to the study's inquiry favor decentralization of service to the blind and physically handicapped. Experience elsewhere has indicated that many benefits accrue to these library patrons when local libraries are deeply involved in identifying those in need of service (many more being located through such efforts), and can offer limited materials, personalized reader's advisory and reference services, and other appropriate services. All libraries could be involved in some degree and the elements of a truly cooperative effort could combine to bring achievement to a level far exceeding that of a highly centralized system.

The National Commission points out that attention should be directed "toward the continued increase in the number of appropriate circulation outlets, so that handicapped persons may be served more adequately by their local libraries," and also to "the promotion of cooperation and communication among participating libraries and agencies."

Consideration should be given to involving the systems in a comprehensive and determined effort to improve services to the blind and physically handicapped. If this were determined to be feasible, not only would these patrons be better served, but the systems concept greatly strengthened.

> The management and evaluation of individual library programs and library-system programs is suffering from lack of complete and well-organized information and statistical systems.

Information on libraries in Texas is rudimentary. It falls far short of needs. In many areas the lack of official support has required individuals or isolated institutions partially to make up for the deficiencies. Furthermore, much of the information that is received is not manipulated to provide meaningful comparative information. The base may change, and usually does, from year to year. More frequent than annual statistics are exceptional. Rates and percentages, so important to rapid and useful comparisons are not presented. Modern data-processing methods are seldom used and even then only to a fraction of their potential.

The circumstances adversely affect policymaking and operations at all levels from the Library and Historical Commission to the Community Library. The accuracy and timeliness of decisions are prejudiced.

> Planning by MRC's and the State Library for encouraging local governments to provide library service to unserved areas has not been sufficiently detailed per city and county and not comprehensive in approach or in policy development.

The unserved areas of each Major Resource Center have not been subjected to individual study by the system staff in collaboration with local authorities for the purpose of identifying the best local library organization. The characteristics of the area, public need, funding potential, minimum collection size, program elements, and other relevant information have not been determined for each unserved area in the state. Organizational procedures, public information, state establishment grants, and the like have not been planned for the benefit of local authorities and systems authorities in working together to establish service.

A schedule of target dates for bringing about library service is needed, together with a comprehensive plan of action endorsed and supported by the State Library and carried out primarily by system personnel.

Organizational Relationships

Significant possibilities exist for improving the governance of the cooperative systems. The following comments point out the major structural problems which have emerged to date. They merit study and resolution.

> Changing responsibilities under the Library Systems Act calls for more difficult policy decisions by the State Library and Historical Commission.

Under the Library Systems Act of 1969 the importance and complexity of the Library and Historical Commission in state affairs has greatly increased. If nationwide plans for library development are adopted as planned, further responsibilities will be assigned to the Commission.

The nature of the new duties differ in kind and degree from many of its traditional functions. The State Library is now plunged into a highly charged atmosphere of problem solving, planning and administration in concert with hundreds of autonomous libraries. The interrelationships are heightened in complexity and in interest to its participants because they lead to decisions on the allocation of millions of dollars in a program that is itself still not wholly defined in nature and governance.

The Commission's agenda will lengthen as it is called upon to choose between conflicting opinions. Many items will come on appeal from cooperative systems or from system libraries, unsatisfied with administrative actions at state or local levels. Others will be brought by State Library staff because of their important policy implications. In fact, if the tempo of Commission activity does not increase, it could be a sign of stagnation in the implementation of the Systems Act.

However, in order that the Commission may not be overwhelmed, its basic policies should be as well developed as possible, leaving as little doubt as possible of their intent. They may be reinforced by clearly delegating certain decisions to the staff, requiring that the structural relationships of system agencies be carefully developed and maintained in order to foster cooperative action in planning and operations and reduce excessive conflict. Good staff work by State Library staff will become more important in order to facilitate sound decisions by the Commission regarding complex problems.

The State Library is faced with the need to match its staff resources for system support with the rate of cooperative services.

The Division of Library Development is the principal arm of the State Library for carrying out its responsibilities under the Systems Act. In this Division the public libraries find understanding of and dedication to their cooperative endeavors.

Both staff and managerial methods, in response to a great need, have been in continuous development, especially since full-funding was initiated. It is difficult to judge the adequacy of current capabilities due to the recent addition of needed staff. Periodic appraisals of administrative capacity will be required to insure that program support by this key organizational element is sufficient.

The State Librarian and Assistant State Librarian can easily sense the change that has taken place in their positions as a result of the Systems Act. Prior to full-funding of the Act their concerns were directed more to internal concerns than now. Cooperative systems have made the State Library a critical factor in the library community, and external affairs now crowd in for more of the attention of top management. This situation has important implications for future staffing needs.

Greater utilization should be made of the Advisory Board in the basic policy issues arising from the Library Systems Act.

The Advisory Board is comprised of experts in library science, aware of current thinking, and accustomed to considering the status of this field of human endeavor in its broadest aspects. The most basic and critical of the issues need to be brought to their attention, supported by adequate staff work to facilitate their deliberations. Some of these issues will be raised by this study, and others of continuing future interest may be identified in order that the Board's long-range consideration of the development of cooperative systems in the state will allow for continuity and depth of analysis.

Membership of the Advisory Board currently consists of two academic librarians, a school librarian, and two public librarians. Although the cooperative system currently consists of public libraries only, this may not always be the case, and the membership of persons not currently on the staff of a public library serves to bring objectivity to the Board's deliberations. Nevertheless, the size of the Board and the range of interests represented are related to the issues brought before it. Concern with and knowledge of public library systems is now a basic qualification.

The Board is not seen as a vehicle for conveying grass-roots opinion to the State Librarian and the Commission. Instead, it is seen as a body standing apart from the passions of the moment, coolly appraising the fundamental questions and eschewing lesser concerns. The day-to-day questions have their separate channels.

Nevertheless, many member librarians have expressed an interest in reaching the ear of the Board in some organized way, perhaps through committees. The necessity or appropriateness of this, or the time available to the Board members to engage in this process is questionable. However, the Board in its deliberations, would not expect to rely only on the "official" view of operations under the Systems Act. It must determine, according to the questions before it, how best to learn the opinions of others concerned, whenever needed. (Other channels than the Board are available to bring librarians' views to the Commission, the State Librarian, and the Director of the Division of Library Development and his staff.)

> The major problems of system establishment and operation to date under the Library Systems Act have emanated from the headquarters of the systems, the Major Resource Centers.

The Library Systems Act incorporated important assumptions regarding Major Resource Centers serving also as system headquarters. The MRC's became the nerve center of what was intended as a "grass-roots" operation lightly but firmly guided in major policy by the State Library. In practice the grass-roots have often suffered for lack of headquarters' nourishment.

It is difficult to make general statements about the record of the MRC's. Almost any aspect of operation will be found to have been done well by some, poorly by others, considering the early stage of operations under the Act. Nevertheless, the criticisms of performance to date have centered upon the MRC's. Much discussion of their role is found elsewhere in this report, and the views of the member libraries have been set forth.

On the whole, the prospects for ample system development as a part-time concern of certain large public libraries appear dismal in most cases. On the other hand, in some instances, due to personal interest of the director of the MRC, the qualifications of system staff, the characteristics of the libraries in the district, and similar factors, it is conceivable that well-functioning systems could be created. This has occurred in other states under similar circumstances, and often lasts at least as long as a particular director stays in office. The question of alternative governance is real, however, even in these cases. In others it appears urgent.

> The role of the Advisory Councils in current structure of governance is awkward and ineffective in many respects, and future responsibilities, if such councils are maintained, need clarification and strengthening.

The systems concept in its implementation needs thoughtful and effective assistance from local governing bodies. Non-librarian representatives, responses to the questionnaire indicated, should constitute an important element of the structure, but under current arrangements cannot function effectively. They do not serve as an adequate communications link between MRC's and member libraries, are ineffectual in the planning process, are often ignored on policy questions, and do not adequately evaluate services rendered by the respective system.

The means for strengthening the function of lay representatives will depend partly upon whatever other changes in the governance structure may be decided.

> The current systems are too disparate in characteristics and some too weak in resources and number of libraries to develop full and adequate services; they are too many in number.

Geography played too important a part in determining system boundaries. Some systems are too small ever to approach the strength, resources, and programs of other system. Although some differences are inevitable, it should be possible for a Texan, regardless of the district in which he resides, to obtain reasonably comparable system service. The librarians, in their professional development, should be able to have similar opportunities regardless of location.

Some other states confess to having created too many, and consequently too weak, systems. While not as bad off as some states, examination of current operations and future prospects indicates a great need for reducing the current number of ten cooperative districts in Texas. This point needs considerable analysis as the review of governance and operations proceeds.

> The current governance structure is too rigid with respect to designation of system headquarters, complicating the position of a Major Resource Center that might prefer to be free of the administrative aspects of system operation, and of member libraries within a system, as well as the State Library when a change in system headquarters is desired.

The inflexibility of governance arrangements in terms of system headquarters can be a problem for some Major Resource Centers, for the libraries with the system, and for the State Library. They are prejudicial to the future development of the system's concept on Texas.

Structural form is essential and the rules of the game must be developed in a cooperative manner by all who play in it, but when experience indicates that a structure is counter-productive, it should be subjected to orderly change.

Member libraries and local officials need to be able to hold their system headquarters accountable for performance of assigned responsibilities. On behalf of all citizens, acting for the state government, the State Library must have the same obligation to require adequate performance.

Similarly, a large public library should not be made to feel uncooperative if it prefers not to assume the managerial responsibilities of the system of which it is a part. It should be possible to shift the responsibility to an alternate, effective headquarters.

Current arrangements, although clarified by the recent ruling of the Attorney General previously mentioned, are awkward. Furthermore, dissatisfaction is evident among many parties involved, at all levels of participation, and this has been clearly expressed in responses to this study's questionnaire and in personal interviews.

System membership requirements should be reviewed for possible modification.

The value of minimum standards for system membership were generally viewed by most librarians as providing important local guidance. Nearly half of the respondents to the study's questionnaire, however, suggested the need for review.

Involved are judgments of the level of local support to be provided, capabilities for system cooperation, and staff capabilities needed. It is evident, however, that current library classifications have less meaning than originally planned, and a review of eligibility requirements cannot escape consideration of the appropriateness and utility of the current ones.

Several librarians during the course of the study expressed the need for a scheme of qualitative measures to assist them in planning and in explaining resource requirements locally. Development of such measures involves many considerations and would call for study committees of librarians. A feasibility study appears to be desirable, with follow-up as indicated.

The recent proposal to waive accreditation for participation in the interlibrary-loan program runs counter to the concept of library classifications and accreditations and, indeed, against the systems concept itself. The virtual separation of ILL from systems governance and its centralized direction in the State Library weakens systems development, and the extension of ILL to all libraries would add another heavy burden to system credibility.

Conclusions

The above comments have been intended to be forthright but constructive, pointed but sympathetic, critical but hopeful, even enthusiastic, as means to focus attention on system problems, in prelude to their solution and to greater achievement in library development.

The study began with no knowledge of the special circumstances of Texas library systems. Staff of the State Library were extraordinarily restrained, obviously anxious not to exert undue influence on the consultant. But meetings with system librarians, and their open and constructive responses to the questionnaires, laid bare the major problems and opened up early vistas of their remedy. In time the personnel of the State Library also were drawn into frank discussion and were helpful. Everywhere appreciation was expressed that analysis of system operations was being made in timely fashion.

This phase of the study had as its purpose the identification and analysis of the principal obstacles to systems operations which had emerged since 1969, and especially in the past two years. The information in this report is intended to serve as the base for developing alternative proposals for the governance and operation of the local cooperative systems with the state support, with the expectation that they will bring improvements over present methods.

The second phase of the study again will profit from the input of librarians--public, academic, school, and special--and their reactions to the problems presented and their ideas on alternative structures and methods will be useful in developing the next phase: Alternative Models for Organization and Governance of the Texas State Library System. Their reaction to this report will be valued.

An ultimate objective is to draft model legislation for changes desired, to be thoroughly reviewed by the library community. Submission of proposed legislation to the Legislature and Governor, and its support by interested librarians, will be the final step.

Appendix A

STATISTICAL PROFILES OF THE TEN MAJOR RESOURCE SYSTEMS

(See Chapter VII for narrative summary)

TABLE I
STATISTICAL SUMMARY
SYSTEM BY YEARS[1]

	1971	1972	1973	1974
Total system membership	165	200	219	229
Number of library staff[2]	2,279.25	2,323.95	2,575.61	2,790.72
Population served	8,465,022	8,986,921	9,213,957	9,419,956
Percent of state population[3]	75.60	80.26	82.29	84.13
Book stock (volumes)	10,010,560	11,387,524	12,435,018	13,390,283
Volumes per capita served	1.18	1.27	1.35	1.42
Circulation:				
Books	29,862,910	32,051,886	32,117,892	33,053,750
Non-book	749,348	1,008,447	1,162,716	1,330,643
Expenditure for books	$ 3,169,198	$ 3,486,415	$ 4,026,856	$ 4,507,528
Percent of total income	15.08	14.99	15.44	14.88
Volumes added	1,063,009	1,220,090	1,151,578	1,218,336
Volumes withdrawn	349,532	437,913	405,434	367,413
Income from city and county governments	$20,165,114	$22,410,842	$25,156,921	$29,019,156
Total income	$21,019,850	$23,254,245	$26,077,037	$30,301,448
Per capita served income	$2.48	$2.59	$2.83	$3.22
Per capita served tax support	$2.38	$2.49	$2.73	$3.08

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

[2] Full-time equivalent positions.

[3] State population based on 1970 census.

TABLE II
STATISTICAL SUMMARY
TEXAS PUBLIC LIBRARIES BY YEARS[1]

	1965	1966	1967	1968	1969
Number of libraries reporting	348	350	354	352	364
Number of library staff[2]	1,731.60	1,790.32	1,925.00	2,079.31	2,044.67
Population served	9,891,473	9,899,777	10,095,087	10,100,169	10,548,146
Book stock (volumes)	8,505,612	8,654,799	9,216,935	10,011,850	10,741,237
Volumes per capita served	.86	.87	.91	.99	1.02
Circulation:					
Books[3]	27,598,300	27,123,720	30,914,832	28,262,999	29,887,863
Non-book	---	---	460,294	595,752	608,702
Expenditure for books	$1,822,100	$2,034,066	$2,405,220	$2,528,148	$2,767,336
Percent of total income	16.50	17.01	17.74	16.84	16.24
Income from city and county governments	$10,324,300	$11,267,261	$12,432,862	$14,033,504	$16,044,787
Total income	$11,044,200	$11,957,425	$13,554,455	$15,014,747	$17,043,605
Per capita served income	$1.12	$1.21	$1.34	$1.49	$1.62
Per capita served tax support	$1.04	$1.14	$1.23	$1.39	$1.52

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1965-1974.

[2] Full-time equivalent positions.

[3] Figures for 1965 and 1966 are for total circulation, books and non-books.

TABLE II
(continued)

	1970	1971	1972	1973	1974
Number of libraries reporting	374	388	380	376	369
Number of library staff[2]	2,356.70	2,541.65	2,513.59	2,736.97	2,945.67
Population served	10,303,051	10,478,046	10,480,412	10,447,945	10,452,233
Book stock (volumes)	11,421,146	12,307,435	13,192,420	13,920,010	14,824,079
Volumes per capita served	1.11	1.17	1.26	1.33	1.41
Circulation:					
Books[3]	31,445,786	32,763,518	33,620,092	32,967,442	33,465,293
Non-book	739,365	880,744	1,079,397	1,221,332	1,386,744
Expenditure for books	$3,178,615	$3,557,514	$3,819,562	$4,341,050	$4,770,281
Percent of total income	15.68	15.47	15.38	15.86	15.12
Income from city and county governments	$19,189,661	$21,795,036	$23,688,918	$26,206,931	$29,987,413
Total income	$20,274,292	$22,996,161	$24,837,191	$27,376,911	$31,554,830
Per capita served income	$1.97	$2.19	$2.37	$2.62	$3.01
Per capita served tax support	$1.86	$2.05	$2.26	$2.51	$2.86

TABLE III
CHARACTERISTICS OF DISTRICT SYSTEMS: COUNTIES[1]

System Name	System TLA District Number	Number of Counties	Counties by Population Groupings							
			Less than 10,000	Percent of Total	10,000-25,000	Percent of Total	25,001-50,000	Percent of Total	50,001-100,000	Percent of Total
Abilene Major Resource System	01	32	22	68.75	7	21.88	1	3.13	2	6.25
Texas Panhandle Library System	02	25	16	64.00	6	24.00	1	4.00	2	8.00
Central Texas Library System	03	30	10	33.33	13	43.33	3	10.00	1	3.33
Corpus Christi Area Library System	04	26	9	34.62	10	38.46	2	7.69	2	7.69
Northeast Texas Library System	05	33	6	18.18	11	33.33	10	30.30	5	15.15
Trans Pecos Library System	06	9	6	66.67	2	22.22	0	00.00	0	00.00
Fort Worth Major Resource System	07	21	10	47.62	5	23.81	3	14.29	1	4.76
Houston Area Library System	08	28	4	14.29	10	35.71	8	28.57	2	7.14
Lubbock Area Library System	09	29	16	58.62	8	27.59	2	6.90	2	6.90
San Antonio Major Resource System	10	21	7	33.33	11	52.38	2	9.52	0	00.00
	Total	254	107	42.13	83	32.68	32	12.60	17	6.69

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[1] Source: 1970 U.S. Census

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TABLE III
(continued)

System Name	Counties by Population Groupings: 100,001-250,000	Percent of Total	250,001-500,000	Percent of Total	More than 500,000	Percent of Total	Number of Counties with 50% or More Urban Population	Percent of Total	Number of Counties with no Library Service[2]	Percent of Total
Abilene Major Resource System	0	00.00	0	00.00	0	00.00	14	43.75	5	15.63
Texas Panhandle Library System	0	00.00	0	00.00	0	00.00	12	48.00	3	12.00
Central Texas Library System	2	6.67	1	3.33	0	00.00	10	33.33	1	3.33
Corpus Christi Area Library System	3	11.54	0	00.00	0	00.00	16	61.54	3	11.54
Northeast Texas Library System	0	00.00	0	00.00	1	3.03	16	48.48	3	9.09
Trans Pecos Library System	0	00.00	1	11.11	0	00.00	5	55.56	1	11.11
Fort Worth Major Resource System	1	4.76	0	00.00	1	4.76	14	66.67	2	9.52
Houston Area Library System	3	10.71	0	00.00	1	3.57	11	39.29	1	3.57
Lubbock Area Library System	1	00.00	0	00.00	0	00.00	17	58.62	5	17.24
San Antonio Major Resource System	0	00.00	0	00.00	1	4.76	12	57.14	1	4.76
Total	9	3.54	2	.79	4	1.57	127	50.00	25	9.84

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[2] Source: Texas State Library, Texas Public Library Statistics, 1974.

TABLE IV
CHARACTERISTICS OF DISTRICT SYSTEMS: POPULATION[1]

System Name	System/TLA District Number	Population		Percent Change	Population per Square Mile	Urban Population	Percent Urban
		1960	1970				
Abilene Major Resource System	01	418,041	390,331	- 7.10	11.44	258,496	66.22
Texas Panhandle Library System	02	348,098	330,316	- 5.38	13.28	235,431	71.27
Central Texas Library System	03	877,365	1,009,822	+15.10	39.39	707,487	70.06
Corpus Christi Area Library System	04	989,450	999,784	+ 1.04	37.85	751,534	75.17
Northeast Texas Library System	05	1,870,749	2,327,181	+24.40	97.14	1,845,814	79.32
Trans Pecos Library System	06	365,884	411,475	+12.46	13.04	374,521	91.02
Fort Worth Major Resource System	07	930,543	1,160,068	+24.67	67.67	985,543	84.96
Houston Area Library System	08	2,222,823	2,866,881	+28.97	117.30	2,367,341	82.58
Lubbock Area Library System	09	616,592	599,889	- 2.78	21.81	449,362	74.91
San Antonio Major Resource System	10	940,141	1,100,965	+17.11	41.62	945,447	85.87
	Total	9,579,686	11,196,712	+16.88	42.71	8,920,976	79.67

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[1] Source: 1970 U.S. Census. The total figures were calculated from county data. These differ slightly from state totals reported in the census due to sampling variability and processing differences.

TABLE IV
(continued)

System Name	System/TLA District Number	Negro Population	Percent of Total	Population of Spanish Surname or Language	Percent of Total
Abilene Major Resource System	01	16,183	4.15	50,931	13.05
Texas Panhandle Library System	02	12,552	3.80	30,719	9.30
Central Texas Library System	03	148,042	14.66	114,954	11.38
Corpus Christi Area Library System	04	34,717	3.47	585,147	58.53
Northeast Texas Library System	05	409,707	17.61	109,673	4.71
Trans Pecos Library System	06	11,860	2.88	230,570	56.03
Fort Worth Major Resource System	07	105,554	9.10	62,311	5.37
Houston Area Library System	08	580,226	20.24	266,646	9.30
Lubbock Area Library System	09	37,838	6.31	108,959	18.15
San Antonio Major Resource System	10	63,519	5.77	500,333	45.44
	Total	1,420,198	12.68	2,060,243	18.40

TABLE V
CHARACTERISTICS OF DISTRICT SYSTEMS: AGE OF POPULATION[1]

System Name	System/TLA District Number	1-5 Years	Percent of Population	6-12 Years	Percent of Population	13-17 Years	Percent of Population
Abilene Major Resource System	01	29,148	7.47	50,125	12.84	37,434	9.59
Texas Panhandle Library System	02	28,191	8.53	48,938	14.82	35,662	10.80
Central Texas Library System	03	76,195	7.55	124,104	12.29	94,249	9.33
Corpus Christi Area Library System	04	101,352	10.14	165,577	16.56	117,237	11.73
Northeast Texas Library System	05	207,460	8.91	329,050	14.14	222,474	9.56
Trans Pecos Library System	06	42,023	10.21	69,890	16.99	46,225	11.23
Fort Worth Major Resource System	07	98,965	8.53	160,121	13.80	110,360	9.51
Houston Area Library System	08	264,762	9.24	431,743	15.06	292,908	10.22
Lubbock Area Library System	09	55,203	9.20	92,557	15.43	65,195	10.87
San Antonio Major Resource System	10	104,248	9.47	170,883	15.52	117,872	10.71
	Total	1,007,547	9.00	1,642,988	14.67	1,139,616	10.18

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[1] Source: Calculated from 1970 U.S. Census data. Age groups correspond to library users categories: 1-5, Preschool; 6-12, Elementary School Age; 13-17, Young Adult; 18-64, Adult; 65 and over, Senior Citizens.

TABLE V
(continued)

System Name	System/TLA District Number	18-64 Years	Percent of Population	65 Years and Over	Percent of Population
Abilene Major Resource System	01	211,328	54.14	56,713	14.53
Texas Panhandle Library System	02	182,690	55.31	29,768	9.01
Central Texas Library System	03	583,625	57.79	118,277	11.71
Corpus Christi Area Library System	04	511,636	51.17	82,270	8.23
Northeast Texas Library System	05	1,298,043	55.78	227,680	9.78
Trans Pecos Library System	06	219,630	53.38	24,486	5.95
Fort Worth Major Resource System	07	662,476	57.11	107,229	3.74
Houston Area Library System	08	1,615,562	56.35	208,746	7.28
Lubbock Area Library System	09	332,717	55.46	42,790	7.13
San Antonio Major Resource System	10	591,238	53.70	95,128	8.64
	Total	6,208,945	55.45	993,087	8.87

TABLE VI
CHARACTERISTICS OF DISTRICT SYSTEMS: YEARS OF SCHOOL COMPLETED[1]

System Name	System/TLA District Number	Less Than 9	Percent of Population	9 to 11	Percent of Population	High School	Percent of Population
Abilene Major Resource System	01	69,846	17.89	57,942	14.84	54,292	13.91
Texas Panhandle Library System	02	41,770	12.65	41,290	12.50	54,065	16.37
Central Texas Library System	03	169,950	16.83	116,070	11.49	120,932	11.98
Corpus Christi Area Library System	04	224,002	22.11	74,371	7.34	98,084	9.68
Northeast Texas Library System	05	331,553	14.25	304,661	13.09	333,956	14.35
Trans Pecos Library System	06	67,007	16.28	27,634	6.72	51,090	12.42
Fort Worth Major Resource System	07	149,366	12.88	158,783	13.69	167,286	14.42
Houston Area Library System	08	416,381	14.52	355,509	12.40	365,502	12.75
Lubbock Area Library System	09	82,942	13.83	67,027	11.17	81,917	13.66
San Antonio Major Resource System	10	205,596	18.91	98,936	9.10	131,173	12.06
	Total	1,758,413	15.70	1,302,223	11.63	1,458,297	13.02

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[1] Source: Office of Information Services, Office of the Governor, Summary, Selected Demographic Characteristics from Census Data--Fourth Count, 1972.

TABLE VI
(continued)

System Name	System/TLA District Number	1 to 3 Years of College	Percent of Population	4 or More Years of College	Percent of Population
Abilene Major Resource System	01	24,507	6.28	18,691	4.79
Texas Panhandle Library System	02	23,563	7.13	18,050	5.46
Central Texas Library System	03	56,321	5.58	61,136	6.05
Corpus Christi Area Library System	04	42,911	4.24	37,922	3.74
Northeast Texas Library System	05	154,888	6.66	143,979	6.19
Trans Pecos Library System	06	21,389	5.20	20,699	5.03
Fort Worth Major Resource System	07	76,277	6.58	66,503	5.73
Houston Area Library System	08	173,516	6.05	180,939	6.31
Lubbock Area Library System	09	37,073	6.18	33,023	5.50
San Antonio Major Resource System	10	56,328	5.18	51,534	4.74
	Total	666,773	5.96	632,476	5.65

TABLE VII
CHARACTERISTICS OF DISTRICT SYSTEMS: POVERTY[1]

5

System Name	System TLA District Number	Incidence of Poverty	Percent of Population	Rank Order	Population in Households With Incomes Under 75% of Poverty Level		Population in Households With Incomes Under 125% of Poverty Level	
					Number	Percent	Number	Percent
Abilene Major Resource System	01	84,311	21.60	5	54,476	13.96	115,928	29.70
Texas Panhandle Library System	02	48,226	14.60	9	30,058	9.10	69,036	20.90
Central Texas Library System	03	233,542	23.13	2	154,332	15.28	310,789	30.78
Corpus Christi Area Library System	04	359,068	35.91	1	256,777	25.68	452,966	45.31
Northeast Texas Library System	05	350,238	15.05	7	229,660	9.87	479,534	20.61
Trans Pecos Library System	06	91,373	22.21	4	57,833	14.06	129,298	31.42
Fort Worth Major Resource System	07	142,312	12.27	10	94,075	8.11	200,136	17.25
Houston Area Library System	08	425,083	14.83	8	290,851	10.15	582,216	20.31
Lubbock Area Library System	09	116,880	19.48	6	75,041	12.57	159,045	26.51
San Antonio Major Resource System	10	252,167	22.90	3	174,377	15.84	341,911	31.06
	Total	2,103,200	18.78		1,417,480	12.66	2,840,859	25.37

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[1] Source: Office of Equal Opportunity, Texas Department of Community Affairs, Poverty in Texas, 1973. Data presented is based on 1970 U.S. Census.

TABLE VII
(continued)

System Name	System TLA District Number	Incidence of Poverty Among					
		White Population[2]		Negro Population		Population of Spanish Surname or Language	
		Number	Percent	Number	Percent	Number	Percent
Abilene Major Resource System	01	52,686	13.50	7,866	2.02	23,759	6.09
Texas Panhandle Library System	02	31,287	9.47	4,695	1.42	12,472	3.78
Central Texas Library System	03	58,092	5.75	74,670	7.39	56,772	5.62
Corpus Christi Area Library System	04	50,071	5.01	16,155	1.62	292,842	29.29
Northeast Texas Library System	05	176,717	7.59	154,725	6.65	15,796	.68
Trans Pecos Library System	06	18,829	4.58	3,137	.76	69,408	16.87
Fort Worth Major Resource System	07	95,436	8.23	34,984	3.02	14,892	1.28
Houston Area Library System	08	169,121	5.90	205,115	7.15	50,847	1.77
Lubbock Area Library System	09	50,047	8.34	17,388	2.90	49,445	8.24
San Antonio Major Resource System	10	57,697	5.24	23,037	2.09	171,433	15.57
	Total	759,983	6.79	541,772	4.84	757,666	6.77

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[2] White population does not include population of Spanish surname or language.

TABLE VIII
POPULATION PROJECTIONS 1970-2000 IN TEN YEAR INTERVALS BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1970			1980			
		Population	Percent of Total	Rank Order[2]	Projected Population	Percent of Total	Change in Percent	Rank Order
Abilene Major Resource System	01	390,331	3.49	9	385,700	2.95	- .54	9
Texas Panhandle Library System	02	330,316	2.95	10	359,100	2.75	- .20	10
Central Texas Library System	03	1,009,822	9.02	6	1,137,700	8.71	- .31	5
Corpus Christi Area Library System	04	999,784	8.93	5	1,107,900	8.48	- .57	6
Northeast Texas Library System	05	2,327,181	20.78	2	2,768,200	21.18	+ .40	2
Trans Pecos Library System	06	411,475	3.67	8	496,400	3.80	+ .13	8
Fort Worth Major Resource System	07	1,160,068	10.36	3	1,392,100	10.65	+ .29	3
Houston Area Library System	08	2,866,881	25.60	1	3,516,400	26.91	+1.31	1
Lubbock Area Library System	09	599,889	5.36	7	652,800	5.00	- .36	7
San Antonio Major Resource System	10	1,100,965	9.83	4	1,252,700	9.59	- .12	4
	Total	11,196,712[3]			13,069,000			

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[1] Source: Texas Water Development Board, Population Projections, December, 1972. Totals for Major Resource Systems calculated from county projections.

[2] Rank order of percent of total state population.

[3] The total figure for 1970 population was calculated from county data presented in the 1970 U.S. Census. The total differs slightly from state totals reported in the census due to sampling variability and processing differences.

TABLE VIII
(continued)

System Name	1990 Projected Population	1990 Percent of Total	1990 Change in Percent	1990 Rank Order	2000 Projected Population	2000 Percent of Total	2000 Change in Percent	2000 Rank Order	Change in Percent 1970-2000	Rank Order
Abilene Major Resource System	387,400	2.51	- .44	10	387,900	2.14	- .37	10	-1.35	9
Texas Panhandle Library System	398,800	2.58	- .17	9	444,400	2.45	- .13	9	- .50	5
Central Texas Library System	1,309,400	8.47	- .24	5	1,509,300	8.32	- .15	5	- .70	6
Corpus Christi Area Library System	1,239,300	8.02	- .46	6	1,372,800	7.57	- .45	6	-1.48	10
Northeast Texas Library System	3,325,900	21.53	+ .35	2	3,960,500	21.83	+ .30	2	+1.05	2
Trans Pecos Library System	603,100	3.90	+ .10	8	723,400	3.99	+ .09	8	+ .32	4
Fort Worth Major Resource System	1,689,200	10.93	+ .28	3	2,032,300	11.20	+ .27	3	+ .84	3
Houston Area Library System	4,346,900	28.13	+1.22	1	5,315,500	29.29	+1.16	1	+3.69	1
Lubbock Area Library System	718,300	4.65	- .35	7	784,600	4.32	- .33	7	-1.04	8
San Antonio Major Resource System	1,432,300	9.27	- .32	4	1,615,400	8.90	- .37	4	- .81	7
	15,450,600				18,146,100					

TABLE IX
CHARACTERISTICS OF DISTRICT SYSTEMS: LIBRARIES

System Name	System/TLA District Number	Public Libraries[1]	Percent of Total[2]	Rank Order	Special Libraries[3]	Percent of Total	Rank Order	Academic Libraries[4]	Percent of Total	Rank Order
Abilene Major Resource System	01	35	9.51	5	8	1.84	8	10	6.13	7
Texas Panhandle Library System	02	26	7.07	7	8	1.84	8	6	3.68	9
Central Texas Library System	03	45	12.23	3	96	22.12	2	21	12.88	3
Corpus Christi Area Library System	04	38	10.33	4	18	4.15	6	12	7.36	6
Northeast Texas Library System	05	62	16.85	1	64	14.75	3	42	25.77	1
Trans Pecos Library System	06	12	3.26	8	8	1.84	8	3	1.84	10
Fort Worth Major Resource System	07	45	12.23	3	39	8.99	4	16	9.82	4
Houston Area Library System	08	50	13.59	2	141	32.49	1	31	19.02	2
Lubbock Area Library System	09	29	7.88	6	14	3.23	7	9	5.52	8
San Antonio Major Resource System	10	26	7.07	7	38	8.76	5	13	7.98	5
	Total	368			434			163		

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[1] Source: Texas State Library, FY 1976 statistics.

[2] Percent of libraries in preceding column.

[3] Source: Texas State Library, Texas Special Libraries Directory, 1975.

[4] Source: Texas Almanac, 1974-1975. Data includes all post-secondary institutions.

TABLE X
NUMBER OF MEMBER AND NON-MEMBER PUBLIC LIBRARIES BY DISTRICT SYSTEMS
FY 1976

		Number of Public Libraries				
System Name	System/TLA District Number	Total	Member Libraries[1]	Non-Member Libraries[2]	Percent of Non-Members	Rank Order
Abilene Major Resource System	01	35	14	21	60.00	1
Texas Panhandle Library System	02	26	16	10	38.46	4
Central Texas Library System	03	45	32	13	28.89	6
Corpus Christi Area Library System	04	38	18	20	52.63	2
Northeast Texas Library System	05	62	46	16	25.81	8
Trans Pecos Library System	06	12	7	5	41.67	3
Fort Worth Major Resource System	07	45	36	9	20.00	10
Houston Area Library System	08	50	37	13	26.00	7
Lubbock Area Library System	09	29	23	6	20.69	9
San Antonio Major Resource System	10	26	18	8	30.77	5
	Total	368	247	121	32.88	

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[1] Source: "Texas Library System, List of Members, FY 1976," Library Development Division, Texas State Library.

[2] Source: Texas State Library, _Texas Public Library Statistics_, 1974. FY 1976 figure calculated from change in system membership from 1974 totals.

TABLE XI
SYSTEM MEMBERSHIP
BY LIBRARY CLASSIFICATION [1]

System Name	System/TLA District Number	1971				1972			
		Size I	Size II	Size III	Total	Size I	Size II	Size III	Total
Abilene Major Resource System	01	1	2	7	10	1	2	9	12
Texas Panhandle Library System	02	1	2	5	8	1	2	9	12
Central Texas Library System	03	1	4	14	19	1	4	20	25
Corpus Christi Area Library System	04	1	3	17	21	1	4	18	23
Northeast Texas Library System	05	1	15	15	31	1	16	19	36
Trans Pecos Library System	06	1	0	2	3	1	0	4	5
Fort Worth Major Resource System	07	1	4	18	23	1	4	22	27
Houston Area Library System	08	1	9	12	22	1	12	17	30
Lubbock Area Library System	09	1	3	11	15	1	3	12	16
San Antonio Major Resource System	10	1	2	10	13	1	2	11	14
	Total	10	44	111	165	10	49	141	200

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[1] Includes provisional members.

TABLE XI
(continued)

System Number	1973				1974				1975			
	Size I	Size II	Size III	Total	Size I	Size II	Size III	Total	Size I	Size II	Size III	Total
01	1	2	11	14	1	2	11	14	1	2	11	14
02	1	2	13	16	1	1	14	16	1	1	14	16
03	1	4	21	26	1	5	25	31	1	5	26	32
04	1	4	20	25	1	5	11	17	1	6	11	18
05	1	16	19	36	1	16	24	41	1	19	26	46
06	1	0	4	5	1	0	4	5	1	0	6	7
07	1	4	24	29	1	5	26	32	1	5	30	36
08	1	12	20	33	1	13	20	34	1	13	23	37
09	1	4	16	21	1	4	18	23	1	4	18	23
10	1	2	10	13	1	2	13	16	1	2	15	18
Total	10	50	158	219	10	53	166	229	10	57	180	247

TABLE XII
POPULATION SERVED
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971		1972		1973		1974	
		Number	Percent of Region[2]	Number	Percent of Region	Number	Percent of Region	Number	Percent of Region
Abilene Major Resource System	01	260,913	66.84	272,628	69.85	290,935	74.54	282,075	72.27
Texas Panhandle Library System	02	217,936	65.98	255,064	77.22	286,318	86.68	284,607	86.16
Central Texas Library System	03	706,164	69.93	740,347	73.31	742,770	73.55	761,581	75.42
Corpus Christi Area Library System	04	584,507	57.69	614,131	60.61	636,146	62.78	667,836	65.91
Northeast Texas Library System	05	1,787,063	76.79	1,859,310	79.90	1,872,081	80.44	1,932,580	83.04
Trans Pecos Library System	06	332,588	80.83	373,047	90.66	352,123	85.58	352,123	85.58
Fort Worth Major Resource System	07	832,029	71.72	876,275	75.54	903,555	77.89	938,619	80.91
Houston Area Library System	08	2,293,949	80.02	2,528,983	88.21	2,574,907	89.82	2,616,605	91.27
Lubbock Area Library System	09	458,719	76.47	470,495	78.43	547,513	91.27	551,755	91.98
San Antonio Major Resource System	10	991,154	91.14	996,641	91.64	1,007,609	92.65	1,032,175	94.91

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

[2] Source: Library Development Division, Texas State Library. District population caculated from 1970 census figures.

TABLE XIII
POPULATION SERVED BY
MEMBER AND NON-MEMBER LIBRARIES
BY DISTRICT SYSTEMS [1]

System Name	System/TLA District Number	Population Served: Member Libraries	Population Served: Non-Member Libraries	Percent of Population Served by Non-Member Libraries	Rank Order
Abilene Major Resource System	01	282,075	84,037	22.95	2
Texas Panhandle Library System	02	284,607	27,174	8.72	5
Central Texas Library System	03	761,581	49,465	6.10	7
Corpus Christi Area Library System	04	667,836	291,905	30.41	1
Northeast Texas Library System	05	1,932,580	147,032	7.07	6
Trans Pecos Library System	06	352,123	34,606	8.95	4
Fort Worth Major Resource System	07	938,619	161,917	14.71	3
Houston Area Library System	08	2,616,605	146,927	5.32	9
Lubbock Area Library System	09	551,755	25,703	4.45	10
San Antonio Major Resource System	10	1,032,175	63,511	5.80	8
	Total	9,419,956	1,032,277	9.88	

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[1] Source: Texas State Library, Texas Public Library Statistics, 1974. Population figures based on 1970 U.S. Census.

TABLE XIV
BOOK STOCK
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971 Number	1972 Number	1972 Percent Increase	1973 Number	1973 Percent Increase	1974 Number	1974 Percent Increase	Percent Increase 1971-1974	Rank Order
Abilene Major Resource System	01	417,941	473,193	13.22	521,579	10.23	555,958	6.59	33.02	5
Texas Panhandle Library System	02	362,674	448,039	23.54	511,430	14.15	543,948	6.36	49.98	1
Central Texas Library System	03	820,621	951,656	15.97	1,036,661	8.93	1,162,643	12.15	41.68	2
Corpus Christi Area Library System	04	765,192	857,358	12.04	929,669	8.43	996,822	7.22	30.27	8
Northeast Texas Library System	05	2,247,945	2,509,194	11.62	2,700,771	7.64	2,986,524	10.58	32.86	6
Trans Pecos Library System	06	419,046	485,492	15.86	513,140	5.69	513,788	0.13	22.61	10
Fort Worth Major Resource System	07	1,071,748	1,156,867	7.94	1,248,327	7.91	1,409,129	12.88	31.48	7
Houston Area Library System	08	2,374,497	2,862,809	20.56	3,106,435	8.51	3,233,538	4.09	36.18	4
Lubbock Area Library System	09	606,301	649,855	7.18	797,049	22.65	849,482	6.58	40.11	3
San Antonio Major Resource System	10	924,595	993,061	7.40	1,069,957	7.74	1,138,451	6.40	23.13	9

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XV
VOLUMES PER CAPITA SERVED BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971	1972		1973		1974	
		Number	Number	Percent Increase	Number	Percent Increase	Number	Percent Increase
Abilene Major Resource System	01	1.60	1.74	8.75	1.79	2.87	1.97	10.06
Texas Panhandle Library System	02	1.66	1.76	6.02	1.78	1.14	1.91	7.30
Central Texas Library System	03	1.16	1.29	11.21	1.40	8.53	1.53	9.27
Corpus Christi Area Library System	04	1.31	1.40	6.87	1.46	4.29	1.49	2.05
Northeast Texas Library System	05	1.26	1.35	7.14	1.44	6.67	1.55	7.64
Trans Pecos Library System	06	1.26	1.30	3.17	1.46	12.31	1.46	0.00
Fort Worth Major Resource System	07	1.29	1.32	2.33	1.38	4.55	1.50	8.70
Houston Area Library System	08	1.04	1.13	8.65	1.21	7.08	1.24	2.48
Lubbock Area Library System	09	1.32	1.38	4.55	1.46	5.80	1.54	5.48
San Antonio Major Resource System	10	.93	1.00	7.53	1.06	6.00	1.10	3.77
	Total	1.18	1.27	7.63	1.35	6.30	1.42	5.19

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XVI
EXPENDITURE FOR BOOKS
BY DISTRICT SYSTEMS[1]

System Name	System TLA District Number	1971		1972		1973		1974		Percent of Total Income 1971-1974	Rank Order
		Amount	Percent of Total Income	Amount	Percent of Total Income	Amount	Percent of Total Income	Amount	Percent of Total Income		
Abilene Major Resource System	01	$ 66,285	13.09	$ 82,492	13.88	$ 93,274	13.98	$ 143,179	18.75	15.22	6
Texas Panhandle Library System	02	92,371	13.16	104,987	12.49	116,141	13.11	134,069	12.49	12.78	10
Central Texas Library System	03	303,988	15.44	342,728	14.48	385,046	14.86	529,542	16.43	15.38	4
Corpus Christi Area Library System	04	152,242	15.35	168,771	15.35	222,817	16.51	252,246	15.63	15.75	2
Northeast Texas Library System	05	921,383	15.06	953,343	15.59	1,047,305	15.55	1,149,402	14.98	15.28	5
Trans Pecos Library System	06	106,545	15.34	117,960	14.27	131,093	13.99	131,880	14.84	14.57	8
Fort Worth Major Resource System	07	304,057	13.91	370,753	16.09	380,008	13.84	425,030	13.21	14.16	9
Houston Area Library System	08	775,092	14.56	880,460	13.96	1,097,214	16.33	1,162,482	14.35	14.80	7
Lubbock Area Library System	09	136,890	14.99	150,242	14.51	232,286	16.95	235,588	15.70	15.66	3
San Antonio Major Resource System	10	310,345	19.21	314,679	17.80	321,672	15.49	344,110	15.33	16.75	1

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XVII
TOTAL CIRCULATION
(BOOKS AND NON-BOOK MATERIALS)
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971	1972		1973		1974		Percent Change 1971-1974	Rank Order
		Number	Number	Percent Change	Number	Percent Change	Number	Percent Change		
Abilene Major Resource System	01	1,034,942	1,059,003	+ 2.32	1,088,518	+ 2.79	1,033,426	- 5.33	- .15	10
Texas Panhandle Library System	02	1,067,939	1,192,128	+11.63	1,204,172	+ 1.01	1,207,210	+ .25	+13.04	5
Central Texas Library System	03	3,551,915	3,892,247	+ 9.58	3,940,028	+ 1.23	4,334,106	+10.00	+22.02	2
Corpus Christi Area Library System	04	1,722,595	1,916,128	+11.23	1,906,594	- .50	2,135,255	+11.99	+23.96	1
Northeast Texas Library System	05	6,588,255	6,876,999	+ 4.38	6,804,149	- 1.07	7,056,713	+ 3.71	+ 7.11	8
Trans Pecos Library System	06	1,049,392	1,052,668	+ .31	1,110,844	+ 5.53	1,142,347	+ 2.84	+ 8.86	7
Fort Worth Major Resource System	07	2,945,900	2,990,211	+ 1.50	3,139,433	+ 4.99	3,409,550	+ 8.60	+15.74	3
Houston Area Library System	08	7,897,036	9,150,726	+15.88	9,090,705	- .66	8,988,798	- 1.13	+13.82	4
Lubbock Area Library System	09	1,818,267	1,865,685	+ 2.61	1,997,637	+ 7.07	2,037,554	+ 2.00	+12.06	6
San Antonio Major Resource System	10	2,936,017	3,064,538	+ 4.38	2,998,528	- 2.20	3,039,434	+ 1.36	+ 3.52	9
	Total	30,612,258	33,060,333	+ 8.00	33,280,608	+ .67	34,384,393	+ 3.32	+12.32	

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XVIII
CIRCULATION OF BOOKS AND NON-BOOK MATERIALS BY DISTRICT SYSTEMS[1]

System Name	System TLA District Number	1971		1972				1973			
		Books	Non-Books	Books	Percent Change[2]	Non-Books	Percent Change[3]	Books	Percent Change	Non-Books	Percent Change
Abilene Major Resource System	01	983,571	51,371	1,015,094	+ 3.20	43,909	- 1.17	1,041,285	+2.58	47,233	+ 7.57
Texas Panhandle Library System	02	970,945	96,994	1,087,680	+12.02	104,448	+ 7.69	1,096,821	+ .84	107,351	+ 2.78
Central Texas Library System	03	3,428,442	123,473	3,718,069	+ 8.45	174,178	+ 41.07	3,716,376	- .05	223,652	+28.40
Corpus Christi Area Library System	04	1,687,011	35,584	1,879,432	+11.14	36,696	+ 3.13	1,862,777	- .89	43,817	+19.41
Northeast Texas Library System	05	6,537,386	50,869	6,820,918	+ 4.34	56,081	+ 10.25	6,725,939	-1.41	78,210	+39.46
Trans Pecos Library System	06	1,032,758	16,634	1,030,773	- .19	21,895	+ 31.63	1,086,699	+5.43	24,145	+10.28
Fort Worth Major Resource System	07	2,862,961	82,939	2,893,865	+ 1.08	96,346	+ 16.16	3,059,322	+5.72	80,111	-20.27
Houston Area Library System	08	7,764,530	132,506	8,874,433	+14.29	276,293	+208.51	8,768,249	-1.21	322,456	+16 71
Lubbock Area Library System	09	1,711,375	106,892	1,737,814	+ 1.54	127,871	+ 19.63	1,852,144	+6.58	145,493	+13.78
San Antonio Major Resource System	10	2,883,931	52,086	2,993,808	+ 3.81	70,730	+ 35.79	2,908,280	-2.94	90,248	+27.60

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

[2] Percent change in book circulation from preceding year.

[3] Percent change in non-book circulation from preceding year.

TABLE XVIII
(continued)

System Name	System TLA District Number	1974 Books	1974 Percent Change	1974 Non-Books	1974 Percent Change	Percent Change in Book Circulation 1971-1974	Rank Order	Percent Change in Non-Book Circulation 1971-1974	Rank Order
Abilene Major Resource System	01	984,718	- 5.74	48,708	+ 3.12	+ .12	10	- 5.47	10
Texas Panhandle Library System	02	1,106,718	+ .90	100,492	- 6.83	+13.98	4	+ 3.61	9
Central Texas Library System	03	4,086,696	+ 9.96	247,410	-10.62	+19.20	2	+100.38	4
Corpus Christi Area Library System	04	2,070,141	+11.13	65,114	+48.60	+22.71	1	+ 82.99	6
Northeast Texas Library System	05	6,962,740	+ 3.52	93,973	+20.15	+ 6.51	8	+ 84.74	5
Trans Pecos Library System	06	1,100,127	+ 1.24	42,220	+74.86	+ 6.52	7	+153.82	2
Fort Worth Major Resource System	07	3,314,464	+ 8.34	95,086	+18.69	+15.77	3	+ 14.65	8
Houston Area Library System	08	8,614,863	- 1.78	373,935	+15.96	+10.95	5	+182.20	1
Lubbock Area Library System	09	1,883,483	+ 1.69	154,071	+ 5.90	+10.06	6	+ 44.14	7
San Antonio Major Resource System	10	2,929,800	+ .74	109,634	+21.48	+ 1.59	9	+110.49	3

TABLE XIX
CITY GOVERNMENT SUPPORT BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971 Number Receiving	1971 Total Amount	1971 Percent of Total Income	1972 Number Receiving	1972 Total Amount	1972 Percent Change	1972 Percent of Total Income	Change in Percent
Abilene Major Resource System	01	7	$ 266,223	52.56	9	$ 311,225	+16.90	52.37	- .19
Texas Panhandle Library System	02	6	539,373	76.84	9	623,668	+15.63	74.22	-2.62
Central Texas Library System	03	18	1,876,274	95.30	24	2,242,018	+19.49	94.74	- .56
Corpus Christi Area Library System	04	18	807,190	81.36	19	889,234	+10.16	80.86	- .50
Northeast Texas Library System	05	28	5,581,044	91.21	33	5,758,354	+ 3.18	94.19	+2.98
Trans Pecos Library System	06	3	678,975	97.77	4	776,062	+14.30	93.85	-3.92
Fort Worth Major Resource System	07	21	1,857,917	85.01	25	1,952,660	+ 5.10	84.75	- .26
Houston Area Library System	08	19	4,142,204	77.82	26	4,626,574	+11.69	73.38	-4.44
Lubbock Area Library System	09	7	250,363	27.41	8	325,758	+30.11	31.46	+4.05
San Antonio Major Resource System	10	13	1,470,937	91.06	14	1,614,688	+ 9.77	91.32	+ .26
	Total	140	$17,470,500	83.11	171	$19,120,241	+ 9.44	82.22	- .89

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XIX
(continued)

System Name	1973 Number Receiving	1973 Total Amount	1973 Percent Change	1973 Percent of Total Income	1973 Change in Percent	1974 Number Receiving	1974 Total Amount	1974 Percent Change	1974 Percent of Total Income	1974 Change in Percent
Abilene Major Resource System	10	$ 289,847	- 7.38	43.44	-8.93	10	$ 325,887	+12.43	42.67	- .77
Texas Panhandle Library System	13	636,401	+ 2.04	71.86	-2.36	13	697,362	+ 9.58	64.94	-6.92
Central Texas Library System	25	2,453,370	+ 9.43	94.68	- .06	29	3,033,529	+23.65	94.11	- .57
Corpus Christi Area Library System	20	996,679	+12.08	73.87	-6.99	12	1,196,951	+20.09	74.15	+ .28
Northeast Texas Library System	33	6,369,663	+10.62	94.58	+ .39	38	7,233,496	+13.56	94.27	- .31
Trans Pecos Library System	4	881,543	+13.59	94.09	+ .24	4	826,605	- 6.65	93.03	-1.06
Fort Worth Major Resource System	27	2,319,443	+18.78	84.46	- .29	30	2,705,430	+16.64	84.08	- .38
Houston Area Library System	28	4,708,383	+ 1.77	70.08	-3.30	27	5,955,521	+26.49	73.51	-3.43
Lubbock Area Library System	7	395,390	+21.38	28.85	-2.61	7	412,103	+ 4.23	27.46	-1.39
San Antonio Major Resource System	13	1,875,769	+16.17	90.32	-1.00	15	2,000,077	+ 6.63	89.11	-1.21
Total	180	$20,926,488	+ 9.45	80.25	-1.97	185	$24,386,961	+16.54	80.48	+ .23

TABLE XX
COUNTY GOVERNMENT SUPPORT
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971			1972				
		Number Receiving	Total Amount	Percent of Total Income	Number Receiving	Total Amount	Percent Change	Percent of Total Income	Change in Percent
Abilene Major Resource System	01	10	$ 210,820	41.62	11	$ 241,403	+ 14.51	40.62	-1.00
Texas Panhandle Library System	02	7	151,747	21.62	11	194,297	+ 28.04	23.12	+1.50
Central Texas Library System	03	7	54,416	2.76	9	61,788	+ 13.55	2.61	- .15
Corpus Christi Area Library System	04	19	137,464	13.86	16	173,930	+ 26.53	15.82	+1.96
Northeast Texas Library System	05	13	180,046	2.94	15	219,626	+ 21.98	3.59	+ .65
Trans Pecos Library System	06	1	13,200	1.90	3	48,716	+269.06	5.89	+3.99
Fort Worth Major Resource System	07	16	221,752	10.15	19	233,556	+ 5.32	10.14	- .01
Houston Area Library System	08	9	982,573	18.46	16	1,327,113	+ 35.07	21.05	+2.59
Lubbock Area Library System	09	15	629,009	68.86	14	677,505	+ 7.71	65.42	-3.44
San Antonio Major Resource System	10	11	113,587	7.03	11	112,667	- .81	6.37	- .66
	Total	108	$2,694,614	12.82	125	$3,290,601	+ 22.12	14.15	+1.33

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XX
(continued)

System Name	1973 Number Receiving	1973 Total Amount	1973 Percent Change	1973 Percent of Total Income	1973 Change in Percent	1974 Number Receiving	1974 Total Amount	1974 Percent Change	1974 Percent of Total Income	1974 Change in Percent
Abilene Major Resource System	14	$ 330,586	+36.94	49.54	+8.92	13	$ 352,879	+ 6.74	46.20	-3.34
Texas Panhandle Library System	15	225,118	+15.86	25.42	+2.30	15	330,437	+46.78	30.77	+5.35
Central Texas Library System	8	72,488	+17.32	2.80	+ .19	12	97,432	+34.41	3.02	+ .22
Corpus Christi Area Library System	21	307,327	+76.70	22.78	+6.96	13	333,767	+ 8.60	20.68	-2.10
Northeast Texas Library System	16	240,366	+ 9.44	3.57	- .02	20	281,899	+17.28	3.67	+ .10
Trans Pecos Library System	3	52,124	+ 7.00	5.56	- .33	3	50,630	- 2.95	5.70	- .14
Fort Worth Major Resource System	20	259,614	+11.16	9.45	- .69	23	328,193	+26.42	10.20	+ .75
Houston Area Library System	20	1,648,747	+24.24	24.54	+3.49	20	1,622,791	- 1.60	20.03	-4.51
Lubbock Area Library System	20	937,158	+38.32	68.39	+2.97	22	1,047,563	+11.78	69.81	+1.42
San Antonio Major Resource System	11	156,905	+39.26	7.55	+1.18	13	186,604	+18.93	8.31	+ .76
Total	148	$4,230,433	+28.56	16.22	+2.07	154	$4,632,195	+ 9.50	15.29	- .93

TABLE XXI
NUMBER OF LIBRARIES RECEIVING CITY, COUNTY, OR CITY AND COUNTY GOVERNMENT SUPPORT BY DISTRICT SYSTEMS[1]

System Name	System TLA District Number	1971						1972					
		City Only	Percent of Total	County Only	Percent of Total	City and County	Percent of Total	City Only	Percent of Total	County Only	Percent of Total	City and County	Percent of Total
Abilene Major Resource System	01	0	00.0	3	30.0	7	70.0	1	8.3	3	25.0	8	66.7
Texas Panhandle Library System	02	1	12.5	2	25.0	5	62.5	1	8.3	3	25.0	8	66.7
Central Texas Library System	03	12	63.2	1	5.3	6	31.6	16	64.0	1	4.0	8	32.0
Corpus Christi Area Library System	04	3	14.3	4	19.0	14	66.7	7	30.4	4	17.4	12	52.2
Northeast Texas Library System	05	18	58.1	3	9.7	10	32.3	21	58.3	3	8.3	12	33.3
Trans Pecos Library System	06	2	66.7	0	00.0	1	33.3	2	40.0	1	20.00	2	40.0
Fort Worth Major Resource System	07	7	30.4	2	8.7	14	60.9	8	29.6	2	7.4	17	63.0
Houston Area Library System	08	13	59.1	3	13.6	6	27.3	14	46.7	4	13.3	12	40.0
Lubbock Area Library System	09	0	00.0	8	53.3	7	46.7	2	12.5	8	50.0	6	37.5
San Antonio Major Resource System	10	2	15.4	0	00.0	11	84.6	3	21.4	0	00.0	11	78.6
	Total	58	35.2	26	15.8	81	49.01	75	37.5	29	14.5	96	48.0

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XXI
(continued)

System Name	System TLA District Number	1973 City Only	1973 Percent of Total	1973 County Only	1973 Percent of Total	1973 City and County	1973 Percent of Total	1974 City Only	1974 Percent of Total	1974 County Only	1974 Percent of Total	1974 City and County	1974 Percent of Total
Abilene Major Resource System	01	0	00.0	4	28.6	10	71.4	1	7.1	4	28.6	9	64.3
Texas Panhandle Library System	02	1	6.3	3	18.8	12	75.0	1	6.3	3	18.8	12	75.0
Central Texas Library System	03	18	69.2	1	3.8	7	26.9	19	61.3	1	3.2	11	35.5
Corpus Christi Area Library System	04	4	16.0	5	20.0	16	64.0	4	23.5	5	29.4	8	47.1
Northeast Texas Library System	05	20	55.6	3	8.3	13	36.1	21	51.2	3	7.3	17	41.5
Trans Pecos Library System	06	2	40.0	1	20.0	2	40.0	2	40.0	1	20.0	2	40.0
Fort Worth Major Resource System	07	9	31.0	2	6.9	18	62.1	9	28.1	2	6.3	21	65.6
Houston Area Library System	08	13	39.4	5	15.2	15	45.5	13	39.4	6	18.2	14	42.4
Lubbock Area Library System	09	1	4.8	14	66.7	6	28.6	1	4.3	16	69.6	6	26.1
San Antonio Major Resource System	10	3	66.7	1	4.8	10	47.6	3	18.8	1	6.3	12	75.0
	Total	71	32.4	39	17.8	109	49.8	74	32.5	42	18.4	112	49.1

TABLE XXII
PER CAPITA SERVED TAX SUPPORT BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971 Amount	1972 Amount	1972 Percent Change	1973 Amount	1973 Percent Change	1974 Amount	1974 Percent Change	Percent Change 1971-1974	Rank Order
Abilene Major Resource System	01	$1.82	$2.03	+11.54	$2.13	+ 4.93	$2.41	+13.15	+32.42	5
Texas Panhandle Library System	02	3.17	3.21	+ 1.26	3.01	- 6.64	3.61	+19.93	+13.88	10
Central Texas Library System	03	2.73	3.11	+13.92	3.40	+ 9.32	4.11	+20.88	+50.55	1
Corpus Christi Area Library System	04	1.61	1.73	+ 7.45	2.05	+18.50	2.29	+11.71	+42.24	2
Northeast Texas Library System	05	3.22	3.22	0.00	3.53	+ 9.63	3.89	+10.20	+20.81	8
Trans Pecos Library System	06	2.08	2.21	+ 6.25	2.65	+19.91	2.49	- 6.43	+19.71	9
Fort Worth Major Resource System	07	2.49	2.49	0.00	2.85	+14.46	3.23	+13.33	+29.72	7
Houston Area Library System	08	2.23	2.35	+ 5.38	2.47	+ 5.11	2.90	+17.41	+30.04	6
Lubbock Area Library System	09	1.91	2.13	+11.52	2.43	+14.08	2.65	+ 9.05	+38.74	3
San Antonio Major Resource System	10	1.59	1.73	+ 8.81	2.02	+16.76	2.12	+ 4.95	+33.33	4
	Total	$2.38	$2.49	+ 4.62	$2.73	+ 9.64	$2.97	+ 8.79	+24.79	

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XXIII
PER CAPITA SERVED INCOME
BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971 Amount	1971 Rank Order	1972 Amount	1972 Percent Change[2]	1973 Amount	1973 Percent Change	1974 Amount	1974 Rank Order	1974 Percent Change	Percent Change 1971-1974
Abilene Major Resource System	01	$1.94	8	$2.18	+12.37	$2.29	+ 5.05	$2.71	7	+18.34	+39.69
Texas Panhandle Library System	02	3.22	2	3.29	+ 2.17	3.09	- 6.47	3.77	3	+22.01	+17.08
Central Texas Library System	03	2.79	3	3.20	+14.70	3.49	+ 9.06	4.23	1	+21.20	+51.61
Corpus Christi Area Library System	04	1.70	9	1.79	+ 5.29	2.12	+18.44	2.42	9	+14.15	+42.35
Northeast Texas Library System	05	3.42	1	3.29	- 3.95	3.60	+ 9.42	3.97	2	+10.28	+16.08
Trans Pecos Library System	06	2.09	6	2.22	+ 6.22	2.66	+19.82	2.52	8	- 5.56	+20.57
Fort Worth Major Resource System	07	2.63	4	2.63	0.00	3.04	+15.59	3.43	4	+12.83	+30.42
Houston Area Library System	08	2.32	5	2.49	+ 7.33	2.61	+ 4.82	3.10	5	+18.77	+33.62
Lubbock Area Library System	09	1.99	7	2.20	+10.55	2.50	+13.64	2.72	6	+ 8.80	+36.68
San Antonio Major Resource System	10	1.62	10	1.77	+ 9.26	2.06	+16.38	2.17	10	+ 5.34	+33.95

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

[2] Percent change in per capita served income from preceding year.

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TABLE XXIV
NUMBER OF LIBRARY STAFF (FULL-TIME EQUIVALENTS) BY DISTRICT SYSTEMS[1]

System Name	System/TLA District Number	1971	1972		1973		1974		Percent Change 1971-1974	Rank Order
		Number	Number	Percent Change	Number	Percent Change	Number	Percent Change		
Abilene Major Resource System	01	75.34	78.87	+ 4.69	81.53	+ 3.37	82.76	+ 1.51	+ 9.85	10
Texas Panhandle Library System	02	90.25	97.10	+ 7.59	100.88	+ 3.89	112.36	+11.38	+24.50	5
Central Texas Library System	03	214.76	241.15	+12.29	259.32	+ 7.53	285.54	+10.11	+32.96	2
Corpus Christi Area Library System	04	120.82	131.45	+ 8.80	145.50	+10.69	161.05	+10.69	+33.30	1
Northeast Texas Library System	05	584.35	543.14	- 7.59	643.41	+18.46	679.50	+ 5.61	+16.28	8
Trans Pecos Library System	06	94.10	90.90	- 3.52	94.70	+ 4.18	104.40	+10.24	+10.95	9
Fort Worth Major Resource System	07	212.36	228.46	+ 7.58	249.31	+ 9.13	270.00	+ 8.30	+27.14	4
Houston Area Library System	08	595.00	612.30	+ 2.91	651.08	+ 6.33	737.00	+13.20	+23.87	6
Lubbock Area Library System	09	115.92	120.27	+ 3.75	146.27	+21.62	151.73	+ 3.73	+30.89	3
San Antonio Major Resource System	10	176.35	180.31	+ 2.25	203.61	+12.92	206.38	+ 1.36	+17.03	7
	Total	2,279.25	2,323.95	+ 1.96	2,575.61	+10.83	2,790.72	+ 8.35	+22.44	

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[1] Source: Texas State Library, Texas Public Library Statistics, for 1971-1974.

TABLE XXV
SYSTEM STAFF[1]

System Name	System/TLA District Number	FY1975[2]	FY1976[3]	FY1976[4]
Abilene Major Resource System	01	6	5[c]	11
Texas Panhandle Library System	02	3.5	2.5	4
Central Texas Library System	03	.5[a]	1	1
Corpus Christi Area Library System	04	3	3.5	N.A.
Northeast Texas Library System	05	7	N.A.	8
Trans Pecos Library System	06	6	3.3	N.A.
Fort Worth Major Resource System	07	6	5	5
Houston Area Library System	08	2[b]	4	6
Lubbock Area Library System	09	1	3	4
San Antonio Major Resource System	10	1.5[a]	4[d]	7[d]

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[1] Source: Texas State Library, Library Development Division. Figures include full-time equivalent professional and clerical positions.

[2] This report excludes directors and assistant directors of Major Resource Centers. The staffing figures are based on the original FY1976 budgets and plans of service which were used as the basis of awarding LSCA-system demonstration grants for system implementation in FY1975. In a few instances, the estimated figures in the plans were modified from: (1) a questionnaire distributed to system coordinators in December, 1974; or (2) quarterly evaluation reports.

[3] Positions supported by state funds.

[4] Positions supported by state and federal funds.

[a] Staffing figures for Austin and San Antonio include persons on city payroll where salaries were not derived from system funds. The system coordinators were part-time interlibrary Loan Librarians and part-time coordinators.

[b] The system coordinator and secretary were part-time system personnel and part-time Model Cities project personnel. Houston also reimbursed 8 subject specialists for consulting activities.

[c] Positions funded with FY1975 LSCA grant for Books-By-Mail.

[d] Estimated staffing levels.

Appendix B

QUESTIONNAIRE: TEXAS LIBRARY SYSTEM STUDY SURVEY

(mailed to all 247 system member libraries
and all 60 Advisory Council members)

TEXAS STATE LIBRARY
LORENZO DE ZAVALA STATE ARCHIVES AND LIBRARY BUILDING
BOX 12927 CAPITOL STATION
AUSTIN, TEXAS 78711

DORMAN H. WINFREY
DIRECTOR AND LIBRARIAN

TEXAS LIBRARY AND
HISTORICAL COMMISSION

October 29, 1975

Dear System Member:

As you know, the State Library has contracted with Public Administration Service, a private, not-for-profit consulting firm to study the organization and governance of the State Library System. The enclosed questionnaire is an important part of this study, as it provides all system members an opportunity to make their views of the system known. The results of this survey will be incorporated into the contractor's report.

Five areas are covered by the questionnaire. In Section I, you are asked to rate the importance and effectiveness of services you currently receive from your Major Resource System and the State Library. Sections II and III ask you to indicate the importance of services which could be offered in the future. Section IV contains questions related to system organization and operation, and Section V is designed to assess current and future library manpower needs.

The questionnaire is extensive, but the time required to complete it should be more than offset by the significance of the results. Because of the time limitations on the study, your response must be received no later than November 12, 1975.

Thank you for your cooperation and participation in this matter of mutual concern.

Sincerely yours,

Dorman H. Winfrey

Dorman H. Winfrey
Director and Librarian

DHW:mm
Encl.

An Equal Opportunity Employer

TEXAS LIBRARY SYSTEM STUDY SURVEY

Return to:

Public Administration Service
Room 202
Texas Archives and Library Building
Box 12927
Capitol Station, Austin, Texas 78711
(512/476-2117)

Name of Library________________________________

Location:
City____________________________________
County__________________________________
Major Resource System____________________

Designation:
Size I (Major Resource Center) _____
Size II (Area Library) _____
Size III (Community Library) _____

Person completing questionnaire:
Advisory Council member _____
Librarian _____

SECTION I. CURRENT PROGRAMS AND ACTIVITIES

INSTRUCTIONS:

The following list of programs and activities is based on the Major Resource Systems' annual plans of service, and services provided by the State Library. All of the programs and activities listed may not be applicable to the Major Resource System of which you are a member.

Read each item carefully, and then indicate your response on the scales following each item. Rate only those programs and activities being provided by your regional system or available to you from the State Library.

ON THE FIRST SCALE: rate the importance of the program or activity to the quality of library services provided the population served by your library.

ON THE SECOND SCALE: rate the effectiveness of the program or activity. Is the program or activity doing what it was designed to do and how well?

The ratings should not necessarily correspond. A specific program or activity may be "extremely important" to your library but "not effective." Conversely, a program rated "not important" could conceivably be "extremely effective."

We are particularly interested in the reasons for your replies which you may write out in the space following each statement. Feel free to attach additional sheets if necessary.

	Importance					Effectiveness				
1. Collection building or enrichment of Major Resource Center holdings. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
2. Collection building or enrichment of Area Library holdings. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
3. Collection building or enrichment of Community Library holdings. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
4. Development of Major Resource Center reference collection. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
5. Development of Area Library reference collections. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
6. Development of Community Library reference collections. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
7. Audio-visual materials acquisition. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
8. Audio-visual equipment acquisition. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
9. Distribution of book selection lists. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
10. Centralized purchasing. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
11. Centralized processing. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
12. Regional book-leasing program. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
13. Interlibrary subject requests. Comments:	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective

	Importance	Effectiveness
14. Union listing of serials. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
15. Union catalog development. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
16. Development of specialized regional-holdings catalogs (e.g. audio-visual). Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
17. Interlibrary loan of materials. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
18. Consulting and technical assistance. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
19. Staff development activities (workshops, conferences, training sessions, etc.). Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
20. Assistance in staff recruitment. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
21. Collection analysis. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
22. Intersystem reciprocal borrowing. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
23. Books by mail. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
24. Subject specialization in member libraries. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
25. Systemwide public information programs. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
26. Bookmobile programs. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective

	Importance	Effectiveness
27. Preparation and distribution of publicity materials such as pamphlets, posters, exhibits, etc. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
28. Regional newsletters and professional publications. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
29. Regional film collection loan program. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
30. Establishment of library service facilities in unserved areas. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
31. System coordination and administration. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
32. Assistance in local program development and reporting. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
33. Development of the annual regional system plan of service. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
34. Evaluation of regional system programs. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
35. Compilation of statistical information by the State Library. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective
36. Assistance in local budget planning. Comments:	Not Important Slightly Important Important Very Important Extremely Important	Not Effective Slightly Effective Effective Very Effective Extremely Effective

SECTION II.

INSTRUCTIONS:

You have just completed rating those programs and activities provided by your regional system or available to you from the State Library.

Having followed the instructions for Section I carefully, there are probably several items you did not rate because they are currently unavailable to your library.

Return to the list in Section I, and rate the importance to your library services of those programs and activities currently unavailable to your library.

IMPORTANT: when you have finished rating the list in Section I, current programs and activities should be rated on both scales----programs and activities not available should be rated only on the importance scale.

SECTION III. POTENTIAL PROGRAMS AND ACTIVITIES

INSTRUCTIONS:

The following list of programs and activities is based on those currently offered by other states. As such, they represent alternatives to the Texas Library System for future system services. The purpose of this section of the questionnaire is to obtain your reaction to these potential system developments.

Read each item carefully and then rate the importance of each program or activity to your library services by indicating your response on the scale provided.

1. Provision of book delivery and pick-up services for interlibrary loans through the use of regularly scheduled vans or bookmobiles.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

2. Intrasystem borrowing or rotation of film collections.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

3. Intrasystem borrowing of audio-visual materials other than films.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

4. Basing acquisition policies on interlibrary loan usage records.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

5. Intrasystem reciprocal borrowing.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

6. Utilizing Area Libraries as referral centers in the interlibrary loan program.
   Comments:

   Not Important — Slightly Important — Important — Very Important — Extremely Important

7. Utilizing Area Library staff as resource persons in the provision of consulting and technical assistance programs.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

8. Designating individual libraries as depositories of specialized subject collections for interlibrary loan purposes.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

9. Establishment of regional coordinated acquisition policies.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

10. Establishment of statewide coordinated acquisition policies.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

11. Standardization of salary scales for system personnel (system coordinators and staff).
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

12. Providing Area and Community Libraries with a stronger voice in regional and system affairs.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

13. Provision of legal consulting services.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

14. Provision of building consulting services.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

15. Library produced television programs.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

16. Systemwide computerized circulation.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

17. Systemwide computerized cataloging.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

18. Provision of printing services.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

19. Partial temporary financial support of new professional positions.
Not Important | Slightly Important | Important | Very Important | Extremely Important
Comments:

20. Improved methods of evaluating library services.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

21. Bookmobile services to unserved areas.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

22. Bookmobile services to special groups or in support of various outreach functions.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

23. Establishment of art reproduction collections.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

24. Provision of reference services separate from the interlibrary loan network.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

25. Cooperative storage of little-used materials.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

26. Development of location tools and indexes.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

27. Intersystem reciprocal borrowing.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

28. Annual salary surveys of library personnel.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

29. Orientation of new Library Directors into the system.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

30. Cooperative binding services.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

31. Establishment of exchange agreements with school, academic, and special libraries for reciprocal borrowing of materials.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

32. Adult education programs.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

33. Programs aimed specifically at disadvantaged groups.
Comments:

Not Important | Slightly Important | Important | Very Important | Extremely Important

34. Specialized consulting services in such areas as cataloging, children's services, adult services, etc. Not Important | Slightly Important | Important | Very Important | Extremely Important

Comments:

SECTION IV. GENERAL QUESTIONS

1. Indicate the effectiveness of the Major Resource Center in achieving the goals of:

   a) developing the annual plan of service Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   b) fostering cooperation among system libraries Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   c) involving member libraries in the formulation of system goals and programs Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   d) utilizing the capabilities of member libraries in program execution Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   e) building support for improved local funding Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   f) encouraging innovation and experimentation Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   g) representing the system in statewide library concerns Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

   h) measuring and evaluating progress in library development of the region Not Effective | Slightly Effective | Effective | Very Effective | Extremely Effective

2. What additional services would you like the system to offer? ____________________

____

____

____

3. Compared to your operations prior to joining the system, do you believe the quality of library services you currently offer as a result of joining the system has:

   a) decreased ____
   b) remained about the same ____
   c) increased ____
   d) increased significantly ____

4. Do you feel the money spent on systems services could better be used to provide library services if it were distributed as direct (proportional share) grants to individual libraries? _____yes _____no If yes, please explain______________________________

____

____

5. Which of the following reflect your views of system operations (check more than one item if appropriate):

   a) the Major Resource Center receives a disproportionate share of system funds _____

   b) our library receives less in terms of money and services than under the old direct-grant program _____

   c) our library has no effective voice in the use of system funds _____

   d) the system has required more services from us than we receive from the system _____

   e) the programs being supported by system funds are of little value to our library _____

6. Would you prefer that system coordination activities (i.e. those performed by system staff) be conducted by:

   a) field staff headquartered at the State Library _____

   b) staff located in a Major Resource Center, responsible to the MRC Director _____

   c) staff located in a Major Resource Center, responsible to the State Library _____

   d) a separate system office, responsible to the State Library _____

   e) a separate system office, under system control _____

   f) OTHER (please specify) ____

   ____

   ____

7. Is the system Advisory Council, in its role of evaluating system services:

   a) ineffective _____

   b) not very effective _____

   c) effective _____

   d) very effective _____

   e) cannot answer--uninformed of this activity _____

8. Is the system Advisory Council to the Major Resource Center, as an organizational means to channel system libraries' input into the decision-making process:

a) ineffective ____

b) somewhat effective ____

c) effective ____

d) very effective ____

e) cannot answer ____

Which of the following actions would increase the effectiveness of the Advisory Council (check more than one response if appropriate):

a) including librarians on the Council ____

b) limiting Council membership to librarians ____

c) establishment of membership requirements to ensure representation of all classifications of system libraries ____

d) establishment of new organizations to ensure broader representation and input to the planning and decision-making process:

  1) separate committees of librarians representing MRC, Area, and Community libraries reporting to the Advisory Council ____

  2) special subject-area committees composed of representatives of all classifications of system member libraries (responsible for proposing policies in such areas as acquisitions, processing, reporting procedures, professional development, audio-visual, outreach, etc.) reporting to the Advisory Council ____

9. Do you believe the State Library Systems Act Advisory Board would better represent the views of the system libraries if a committee structure of system librarians were established to assist the State Board in policy formulation? ____yes ____no

10. In your opinion, does the library system constitute an encroachment on local authority?
____yes ____no

If "yes," please explain:____

____

____

11. As a result of system services has local use of your library:

a) decreased _____

b) remained about the same _____

c) increased _____

d) increased significantly _____

12. Do you favor separate funds made available on a competitive grant-type basis for innovative or pilot programs which may have ultimate transferability to all system members? _____yes _____no

13. Do you believe that current system membership requirements for Area and Community Libraries:

	Area Libraries	Community Libraries
a) should be eliminated	_____	_____
b) should be lowered	_____	_____
c) should be raised	_____	_____
d) should remain the same	_____	_____
e) should be given further study	_____	_____

14. In order to insure the continuing development of a system with sufficient diversity, strength, and resources to provide first-class system services which of the following conditions should prevail in your region?

	More	Less	No change
Number of libraries	_____	_____	_____
Population	_____	_____	_____
Urban population	_____	_____	_____
Rural population	_____	_____	_____

15. Do you favor some form of State certification of system librarians? _____yes _____no

16. Should some form of State certification substitute in cases in which member libraries would be required to employ a graduate of an ALA accredited school? _____yes _____no

17. Do you favor a fee requirement for system membership to generate additional system funds? _____yes _____no

18. Would you favor system sponsorship of special services to fee-paying libraries where such services cannot be financed with regular system funds? _____yes _____no

19. Do you favor contractual arrangements under the Interlocal Cooperation Act (Library Laws of Texas, pp. 35-37) for obtaining local funding supplementing state and federal revenues for system services? _____yes _____no

20. Do you favor designating the systems as district taxing authorities for raising funds for system services? _____yes _____no

21. Should the participation of Area Libraries in the provision of system services:

    a) be increased _____
    b) be decreased _____
    c) remain the same _____

22. Should the geographical area of your region be subdivided into districts with an Area Library designated responsibility for the provision of selected services to Community Libraries in each district? _____yes _____no

23. Do you favor increasing the number of library classifications (i.e. creating classifications in addition to Community, Area, and MRC)? _____yes _____no

If "yes," please explain ____

____

____

____

24. Do you favor establishment of regional centers for provision of library materials to the blind and physically handicapped? _____yes _____no

(Please proceed to page 13)

SECTION V. STAFFING SURVEY

Enter in the spaces provided below the current pay rates for entry-level positions in your library that require the experience and training stated at time of employment. If you have no formal pay plan, use the current rates of pay for employees who fit the descriptions provided, recording the lowest salary paid as the "minimum" and the highest salary paid as the "maximum." Do not include overtime or longevity payments. If you have no positions corresponding to the descriptions, write "None" in the appropriate spaces.

Description	Number of current positions	Pay Range		Number of vacant positions
		minimum	maximum	
I. Graduation from high school and successful completion of 30 semester hours in an accredited college or university, or equivalent experience.				
II. Graduation from an accredited college or university with a major in library science.				
III. Graduation from an accredited college or university with a master's degree in library science.				
IV. Graduation from an accredited college or university with a master's degree in library science and two years successful library experience.				

2. Do you require graduation from an ALA accredited graduate school as a requirement for those positions requiring a master's degree in library science? _____yes _____no

3. How many additional positions corresponding to the descriptions in question 1 do you foresee as being created in your library during the next year?

	I	II	III	IV
Number of positions				

4. If local funds were available, how many positions of each description would you recommend be created?

	I	II	III	IV
Number of positions				

The questions included in the questionnaire presuppose a relatively high degree of knowledge of the Library Systems Act, Library Systems Act Rules and Regulations, and the concept and operation of library systems in general. Obviously, it is unrealistic to expect all respondents to be equally knowledgeable of all areas covered by the questionnaire.

Please rate your overall knowledgeability of the content of the questionnaire by checking the appropriate response below:

a) highly knowledgeable of all areas _____
b) knowledgeable of all areas _____
c) knowledgeable of most areas _____
d) knowledgeable of some areas _____
e) knowledgeable of a few areas _____

THANK YOU

Appendix C

TEXAS LIBRARY SYSTEM STUDY SURVEY SUMMARY: ALL RESPONDENTS

APPENDIX C

TEXAS LIBRARY SYSTEM STUDY SURVEY
SUMMARY: ALL RESPONDENTS

	Response		
Classification of Library	Number of Libraries	Number Responding	Percent
Size I	10	10	100.00
Size II	57	48	84.21
Size III	180	118	65.56
Total	247	176	71.26

SECTION I. CURRENT PROGRAMS AND ACTIVITIES[1]

1. Collection building or enrichment of Major Resource Center holdings.

	Importance					Effectiveness				
	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

2. Collection building or enrichment of Area Library holdings.

	Importance					Effectiveness				
	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

3. Collection building or enrichment of Community Library holdings.

	Importance					Effectiveness				
	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

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[1] Total responses to Section I of the questionnaire are presented only to those questions regarding programs and activities determined to be applicable to all Major Resource Systems, specifically questions 13, 17, 18, 19, 31, 33, 34, 35, and 36.

10. Centralized purchasing.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

11. Centralized processing.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

12. Regional book-leasing program.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

13. Interlibrary subject requests.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			1	4	5	1	1	2	5	1
Size II	2		6	17	22	2	7	39	12	5
Size III	3	4	17	34	44	5	10	28	33	21

14. Union listing of serials.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

15. Union catalog development.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

16. Development of specialized regional-holdings catalogs (e.g. audio-visual).

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

17. Interlibrary loan of materials.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			1	2	7		1	1	4	4
Size II			4	11	32		2	14	17	11
Size III	11	8	31	28	26	10	13	27	14	19

18. Consulting and technical assistance.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I	1			2	7			3	2	3
Size II	3	9	13	13	8	9	10	11	3	5
Size III	11	8	31	28	26	10	13	27	14	19

19. Staff development activities (workshops, conferences, training sessions, etc.).

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			2	5	3		1	5	3	
Size II		1	14	19	12	2	11	15	11	5
Size III	4	7	24	40	36	5	8	31	33	27

20. Assistance in staff recruitment.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

21. Collection analysis.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

28. Regional newsletters and professional publications.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

29. Regional film collection loan program.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

30. Establishment of library service facilities in unserved areas.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

31. System coordination and administration.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			1	5	4			2	5	1
Size II	1	2	9	12	21	5	12	10	8	2
Size III	9	5	40	28	15	11	8	40	19	11

32. Assistance in local program development and reporting.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I										
Size II										
Size III										

33. Development of the annual regional system plan of service.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			1	3	6		1	5	3	
Size II	1	4	10	15	16	7	12	13	2	2
Size III	7	10	45	20	14	5	7	32	17	6

34. Evaluation of regional system programs.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		1	2	4	3		2	5	1	
Size II	1	2	17	9	11	6	5	5	3	2
Size III	6	9	48	21	13	1	8	24	5	5

35. Compilation of statistical information by the State Library.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			6	4			2	7	1	
Size II		4	12	14	14	4	12	12	7	6
Size III	13	15	41	24	12	8	15	36	18	7

36. Assistance in local budget planning.

	Not Important	Slightly Important	Important	Very Important	Extremely Important	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		1	5	3	1	1	3	1	1	
Size II	13	6	12	5	4	6	2	4	2	
Size III	40	25	20	6	6	14	7	4	1	2

SECTION III. POTENTIAL PROGRAMS AND ACTIVITIES

1. Provision of book delivery and pick-up services for interlibrary loans through the use of regularly scheduled vans or bookmobiles.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	2	5		1
Size II	19	6	7	10	4
Size III	59	21	14	7	7

2. Intrasystem borrowing or rotation of film collections.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1	1	3	5	
Size II	4	5	15	5	18
Size III	17	15	32	21	17

3. Intrasystem borrowing of audio-visual materials other than films.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	4	2	2	
Size II	8	4	17	7	10
Size III	21	21	33	17	13

4. Basing acquisition policies on interlibrary loan usage records.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	1	1	3	2
Size II	10	4	20	6	5
Size III	24	25	33	15	4

5. Intrasystem reciprocal borrowing.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		3	4	3	
Size II	5	4	15	6	15
Size III	12	20	48	14	11

6. Utilizing Area Libraries as referral centers in the interlibrary loan program.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	6	3		1	
Size II	3	3	15	11	13
Size III	19	9	44	21	15

7. Utilizing Area Library staff as resource persons in the provision of consulting and technical assistance programs.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1	1	3	4	1
Size II		9	17	11	10
Size III	20	21	42	22	9

8. Designating individual libraries as depositories of specialized subject collections for interlibrary loan purposes.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3		2	5	
Size II	6	2	19	10	8
Size III	18	19	45	22	8

9. Establishment of regional coordinated acquisition policies.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	1	4	2	1
Size II	14	12	10	9	4
Size III	46	22	29	8	3

10. Establishment of statewide coordinated acquisition policies.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	2	3	2	1
Size II	17	12	10	4	4
Size III	44	16	31	2	3

11. Standardization of salary scales for system personnel (system coordinators and staff).

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3	3	3	1	
Size II	6	9	17	8	5
Size III	28	12	47	8	6

12. Providing Area and Community Libraries with a stronger voice in regional and system affairs.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		3	1	3	2
Size II	3		8	14	23
Size III	7	10	45	26	21

13. Provision of legal consulting services.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3	2	2	2	
Size II	11	8	13	6	7
Size III	32	29	32	9	5

14. Provision of building consulting services.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	1	4	3	
Size II	5	7	17	9	10
Size III	22	14	41	20	13

15. Library produced television programs.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3	1	5	1	
Size II	7	8	11	7	10
Size III	32	14	34	17	4

16. Systemwide computerized circulation.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	6	1		1	2
Size II	22	5	9	2	7
Size III	50	19	19	3	3

17. Systemwide computerized cataloging.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	1	2	1	3
Size II	15	6	10	7	8
Size III	35	15	24	13	8

18. Provision of printing services.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2	1	3	4	
Size II	10	7	14	8	8
Size III	22	23	24	16	13

19. Partial temporary financial support of new professional positions.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		1	3	4	2
Size II	13	8	9	8	7
Size III	36	17	18	15	5

20. Improved methods of evaluating library services.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I			2	4	4
Size II	3	4	15	14	11
Size III	12	28	39	17	6

21. Bookmobile services to unserved areas.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		3	3	3	1
Size II	7	4	17	10	9
Size III	19	15	36	17	18

22. Bookmobile services to special groups or in support of various outreach functions.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		2	4	3	1
Size II	6	6	17	13	6
Size III	21	19	34	20	9

23. Establishment of art reproduction collections.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3	2	3	2	
Size II	6	12	16	11	2
Size III	24	29	37	11	4

24. Provision of reference services separate from the interlibrary loan network.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2		2	3	3
Size II	9	1	14	14	7
Size III	30	18	29	20	14

25. Cooperative storage of little-used materials.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1	2	3	3	1
Size II	17	10	11	7	3
Size III	44	22	23	13	4

26. Development of location tools and indexes.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I			3	6	1
Size II		3	18	15	9
Size III	10	14	45	23	11

27. Intersystem reciprocal borrowing.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1	2	3	1	3
Size II	2	7	17	12	9
Size III	11	17	50	18	10

28. Annual salary surveys of library personnel.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I		2	5	3	
Size II	6	7	13	9	12
Size III	30	20	34	12	8

29. Orientation of new Library Directors into the system.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1		6	2	1
Size II	3	3	19	10	10
Size III	22	17	34	16	10

30. Cooperative binding services.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	3	3	2	1	1
Size II	15	11	11	5	3
Size III	24	27	28	20	6

31. Establishment of exchange agreements with school, academic, and special libraries for reciprocal borrowing of materials.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1		2	5	2
Size II	4	4	16	15	8
Size III	11	19	46	18	13

32. Adult education programs.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	2		4	4	
Size II	3	2	22	13	7
Size III	14	13	49	21	13

33. Programs aimed specifically at disadvantaged groups.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I			7	3	
Size II	3	2	23	12	6
Size III	14	21	47	13	12

34. Specialized consulting services in such areas as cataloging, children's services, adult services, etc.

	Not Important	Slightly Important	Important	Very Important	Extremely Important
Size I	1		4	3	2
Size II	2	5	16	15	7
Size III	15	9	42	19	18

SECTION IV. GENERAL QUESTIONS

1. Indicate the effectiveness of the Major Resource Center in achieving the goals of:

a) developing the annual plan of service

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			5	4	1
Size II	3	16	13	10	4
Size III	3	14	51	24	11

b) fostering cooperation among system libraries

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I			3	7	
Size II	7	15	11	5	7
Size III	5	12	49	28	16

c) involving member libraries in the formulation of system goals and programs

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		1	4	5	
Size II	17	12	8	3	6
Size III	8	22	38	23	14

d) utilizing the capabilities of member libraries in program execution

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		3	5	2	
Size II	14	14	10	6	2
Size III	16	23	33	16	10

e) building support for improved local funding

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		3	5	2	
Size II	23	10	7	4	3
Size III	25	28	22	16	8

f) encouraging innovation and experimentation

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I		4	5	1	
Size II	20	11	9	4	2
Size III	16	29	32	17	6

g) representing the system in statewide library concerns

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I	1		4	4	1
Size II	9	8	17	6	7
Size III	8	8	50	26	13

h) measuring and evaluating progress in library development of the region

	Not Effective	Slightly Effective	Effective	Very Effective	Extremely Effective
Size I	1	1	6	2	
Size II	17	11	10	4	4
Size III	6	18	44	21	9

3. Compared to your operations prior to joining the system, do you believe the quality of library services you currently offer as a result of joining the system has:

	Size I	Size II	Size III	Total	Percent
a) decreased			1	1	.59
b) remained about the same	4	7	16	27	15.98
c) increased	3	29	47	79	46.75
d) increased significantly	3	11	48	62	36.69

4. Do you feel the money spent on systems services could better be used to provide library services if it were distributed as direct (proportional share) grants to individual libraries?

	Size I	Size II	Size III	Total	Percent
Yes	2	24	40	66	41.77
No	8	21	63	92	58.23

5. Which of the following reflect your views of system operations (check more than one item if appropriate):

	Size I	Size II	Size III	Total
a) the Major Resource Center receives a disproportionate share of system funds	2	16	24	42
b) our library receives less in terms of money and services than under the old direct-grant program	2	21	18	41
c) our library has no effective voice in the use of system funds	1	16	42	59
d) the system has required more services from us than we receive from the system	7	3	4	14
e) the programs being supported by system funds are of little value to our library	3	6	4	13

6. Would you prefer that system coordination activities (i.e. those performed by system staff) be conducted by:

	Size I	Size II	Size III	Total	Percent
a) field staff headquartered at the State Library	1	6	15	22	13.41
b) staff located in a Major Resource Center, responsible to the MRC Director	7	15	35	57	34.76
c) staff located in a Major Resource Center, responsible to the State Library	1	7	32	40	24.39

(6 continued)

	Size I	Size II	Size III	Total	Percent
d) a separate system office, responsible to the State Library	1	10	11	22	13.41
e) a separate system office, under system control		10	13	23	14.02

7. Is the system Advisory Council, in its role of evaluating system services:

	Size I	Size II	Size III	Total	Percent
a) ineffective		8	4	12	6.86
b) not very effective	6	13	16	35	20.00
c) effective	3	7	33	43	24.57
d) very effective	1	4	8	13	7.43
e) cannot answer--uninformed of this activity		15	57	72	41.14

8. Is the system Advisory Council to the Major Resource Center, as an organizational means to channel system libraries' input into the decision-making process:

	Size I	Size II	Size III	Total	Percent
a) ineffective	1	12	8	21	12.57
b) somewhat effective	5	14	13	32	19.16
c) effective	2	7	22	31	18.56
d) very effective	2	3	9	14	8.38
e) cannot answer		10	59	69	41.32

Which of the following actions would increase the effectiveness of the Advisory Council (check more than one response if appropriate):

	Size I	Size II	Size III	Total
a) including librarians on the Council	2	21	51	74
b) limiting Council membership to librarians		9	8	17
c) establishment of membership requirements to ensure representation of all classifications of system libraries	3	19	43	65

(8 continued)

d) establishment of new organizations to ensure broader representation and input to the planning and decision-making process:

	Size I	Size II	Size III	Total
1) separate committees of librarians representing MRC, Area, and Community libraries reporting to the Advisory Council	2	12	37	51
2) special subject-area committees composed of representatives of all classifications of system member libraries (responsible for proposing policies in such areas as acquisitions, processing, reporting procedures, professional development, audio-visual, outreach, etc.) reporting to the Advisory Council	1	11	19	31

9. Do you believe the State Library Systems Act Advisory Board would better represent the views of the system libraries if a committee structure of system librarians were established to assist the State Board in policy formulation?

	Size I	Size II	Size III	Total	Percent
Yes	8	41	68	117	82.98
No	2	3	19	24	17.02

10. In your opinion, does the library system constitute an encroachment on local authority?

	Size I	Size II	Size III	Total	Percent
Yes	1	7	8	16	9.70
No	9	37	103	149	90.30

11. As a result of system services has local use of your library:

	Size I	Size II	Size III	Total	Percent
a) decreased					
b) remained about the same	6	13	25	44	27.16
c) increased	3	26	57	86	53.09
d) increased significantly	1	4	27	32	19.75

12. Do you favor separate funds made available on a competitive grant-type basis for innovative or pilot programs which may have ultimate transferability to all system members?

	Size I	Size II	Size III	Total	Percent
Yes	6	30	42	78	50.98
No	4	15	56	75	49.02

13. Do you believe that current system membership requirements for Area and Community Libraries:

	Size I	Size II	Size III	Total
Area Libraries				
a) should be eliminated		2	1	3
b) should be lowered			5	5
c) should be raised	3	14	4	21
d) should remain the same	5	15	44	64
e) should be given further study	3	17	18	38
Community Libraries				
a) should be eliminated		6	9	15
b) should be lowered		3	9	12
c) should be raised	2	12	3	17
d) should remain the same	6	16	54	76
e) should be given further study	4	10	32	46

14. In order to insure the continuing development of a system with sufficient diversity, strength, and resources to provide first-class system services which of the following conditions should prevail in your region?

	Size I	Size II	Size III	Total
More				
Number of libraries	4	13	24	41
Population	5	12	34	51
Urban population	4	11	20	35
Rural population	4	11	14	29
Less				
Number of libraries	1	4	1	6
Population		2	4	6
Urban population		2	2	4
Rural population		4	5	9

(14 continued)

No change	Size I	Size II	Size III	Total
Number of libraries	5	16	51	72
Population	4	14	33	51
Urban population	5	14	31	50
Rural population	4	12	29	45

15. Do you favor some form of State certification of system librarians?

	Size I	Size II	Size III	Total	Percent
Yes	9	32	72	113	68.07
No	1	15	37	53	31.93

16. Should some form of State certification substitute in cases in which member libraries would be required to employ a graduate of an ALA accredited school?

	Size I	Size II	Size III	Total	Percent
Yes	5	27	67	99	61.88
No	5	17	39	61	38.13

17. Do you favor a fee requirement for system membership to generate additional system funds?

	Size I	Size II	Size III	Total	Percent
Yes	1	5	7	13	7.74
No	9	41	105	155	92.26

18. Would you favor system sponsorship of special services to fee-paying libraries where such services cannot be financed with regular system funds?

	Size I	Size II	Size III	Total	Percent
Yes	3	21	39	63	41.18
No	7	22	61	90	58.82

19. Do you favor contractual arrangements under the Interlocal Cooperation Act (Library Laws of Texas, pp. 35-37) for obtaining local funding supplementing state and federal revenues for system services?

	Size I	Size II	Size III	Total	Percent
Yes	9	27	34	70	54.69
No	1	10	47	58	45.31

20. Do you favor designating the systems as district taxing authorities for raising funds for system services?

	Size I	Size II	Size III	Total	Percent
Yes	5	8	12	25	16.78
No	5	32	87	124	83.22

21. Should the participation of Area Libraries in the provision of system services:

	Size I	Size II	Size III	Total	Percent
a) be increased	6	36	48	90	58.06
b) be decreased			6	6	3.87
c) remain the same	4	11	44	59	38.06

22. Should the geographical area of your region be subdivided into districts with an Area Library designated responsibility for the provision of selected services to Community Libraries in each district?

	Size I	Size II	Size III	Total	Percent
Yes	5	30	48	83	53.55
No	5	13	54	72	46.45

23. Do you favor increasing the number of library classifications (i.e. creating classifications in addition to Community, Area, and MRC)?

	Size I	Size II	Size III	Total	Percent
Yes	1	6	8	15	9.38
No	8	41	96	145	90.63

24. Do you favor establishment of regional centers for provision of library materials to the blind and physically handicapped?

	Size I	Size II	Size III	Total	Percent
Yes	4	36	68	108	66.67
No	3	9	42	54	33.33

Please rate your overall knowledgeability of the content of the questionnaire by checking the appropriate response below:

	Size I	Size II	Size III	Total	Percent
a) highly knowledgeable of all areas	1	5		6	3.41
b) knowledgeable of all areas	5	10	6	21	11.93
c) knowledgeable of most areas	3	20	51	74	42.05
d) knowledgeable of some areas		11	40	51	28.98
e) knowledgeable of a few areas		2	22	24	13.64

Appendix D

SPECIFIC CRITERIA FOR EVALUATING NEW SYSTEM PROPOSALS

APPENDIX D

SPECIFIC CRITERIA FOR EVALUATING NEW SYSTEM PROPOSALS

1. Needs Assessment (Weight 15 points: 15%)

   This criterion is evaluated on the basis of the documentation submitted in the Project Proposal, which should provide the following:

   (1) Description of the problems or undesirable conditions that the project is intended to correct or ameliorate, including supporting demographic statistics (5 points)
   (2) Explanation of how the project will solve or correct these problems (5 points)
   (3) Documentation of quantified supportive date including Cost Avoidance or Cost Benefit analysis where possible (5 points)

2. Clearly Defined Alternative Courses of Action (Weight 10 points: 10%)

   This criterion is evaluated on the basis of documentation submitted in the Project Proposal and should include:

   (1) Descriptions of alternative ways in which the need could be met (4 points)
   (2) Reasons why these alternatives were discarded (3 points)
   (3) Sufficient cost data to compare with the proposed method (3 points)

3. Measurable Attainable Realistic Objectives and Related Performance Measures (Weight 20 points: 20%)

   This criterion is evaluated on the basis of documentation submitted in the Project Propsal and should include statements of objectives which:

   (1) Clearly define the proposed services (4 points)
   (2) Clearly define the service units to be provided (4 points)
   (3) State the time frame (4 points)
   (4) Clearly define the target population (4 points)
   (5) Define the performance measures for each objective (4 points)

4. Scope of the Project (Weight 20 points: 20%)

   This criterion will be evaluated on the basis of the documentation submitted in the Project Proposal which should indicate the number of targeted libraries

   (1) Major Resource Center (5 points)
   (2) Area libraries (5 points)
   (3) Community libraries (5 points)
   (4) Non-member libraries (5 points)

5. Performance Evauation (Weight 20 points: 20%)

   This criterion will be evaluated on the basis of documentation submitted in the Project Proposal and should include:

   (1) Description of the evaluation procedures to be used, including methods for developing unit time or unit costs information as appropriate (4 points)

   (2) Description of the data collection instruments and instructions on which performance measures will be maintained (4 points)

   (3) Indication of the availability of consultant services to other library systems undertaking similar projects (4 points)

   (4) Description of methods for publicizing the project results (4 points)

   (5) Description of procedures for measuring spin-off effects onto other programs (4 points)

6. Implementation and Staffing (Weight 15 points: 15%)

   This criterion will be evauated on the basis of documentation submitted in the Project Proposal which should include:

   (1) Description of the major implementation obstacles (legal, attitudinal, geographical, staffing, facilities, or time) (3 points)

   (2) A monthly schedule of events or steps necessary to complete the project within the time frame of the grant (3 points)

   (3) Schedule of the amount of funds needed each month (3 points)

   (4) A project organization chart (3 points)

   (5) Job descriptions and salary schedules (3 points)

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A STUDY OF THE TEXAS STATE LIBRARY SYSTEM

PHASE II REPORT: ALTERNATIVE MODELS FOR ORGANIZATION AND GOVERNANCE

JANUARY 1976

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I. INTRODUCTION

The study of the Texas State Library System was designed as a three-phase study with each phase to be undertaken following review of the preceding one. Following completion of Phase I, the Systems Study Advisory Committee and the System Advisory Board met to discuss the report,[1] and then recommended to the State Library that Phase II be initiated.

Based upon the analysis of Phase I, Phase II develops alternatives for cooperative library systems in Texas with emphasis on improving the current structural and operational plan. Broad principles were sought in this phase in order to provide guidance to the consultant for the remainder of the study. These principles must then be developed into specific legislative language in Phase III, to be examined in turn by the library representatives and the State Library before preparing a final draft of proposed legislation as the concluding part of the study.

When the Texas Library Systems Act was adopted in 1969, there was no great body of accumulated wisdom based on the experience of other states. Only a very few had made notable progress in cooperative endeavors under the aegis of state government. In these instances distinct traditions and local circumstances were evident. Political and bureaucratic differences also existed. Therefore, it was not possible to organize a vast network of libraries under fully pretested forms of cooperative arrangements of other states. However, the available experience was utilized in combination with knowledge of the situation in Texas. The State Library System was initiated and gained widespread support. Its continued development is seen as a desirable means to provide adequate library service on an economical basis to all citizens of the State.

Through an analysis of alternative methods of system governance, this report is intended to assist the State Library, viewed with all of its official and ad hoc bodies and assisted by the library community as a whole, to come to a decision on worthwhile modifications of the existing system organization. Among the alternatives set forth in this report the consultant indicates specific preferences which, taken as a whole, constitute what is considered the best organizational and governance model for adoption by the State of Texas. However, with other alternatives also examined and the consequences of their adoption projected, it is intended that the State Library may apply its collective wisdom for deviation from the recommended model, if it so chooses, with a degree of confidence in the effect thereof on system management.

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[1] A Study of the Texas State Library System. Phase I Report: Analysis of the Governance and Operations of the System. December 1975.

There are a number of salient questions to which this report is addressed, including the following:

(1) Is the recommended system capable of effectively working with other systems, multi-state and national?

(2) What powers are necessary in the State Library?

(3) What are the roles of the State Library in program planning, system coordination, setting of standards, financial management, evaluating and reporting?

(4) What structural arrangements facilitate participation of libraries and librarians in policy formulation at the state level?

(5) What are the criteria for determining the size of effective library systems in terms of number of libraries, types and sizes of libraries, geography, and demography?

(6) How may library systems within the State be best organized to achieve their objectives in the spirit of voluntary collaboration of independent library authorities? How will system governing authorities be created and made responsive to member libraries' needs?

(7) Should cooperative systems be open to all libraries, regardless of type?

(8) Should standards of quality and service be required for membership in a library system, and how should these be determined?

(9) How may systems be organized to participate in, benefit from, and give strength to programs currently being carried on outside the cooperative scheme, such as interlibrary loan and services to the blind and physically handicapped?

(10) What elements of flexibility may be introduced in the legislation which will enable systems to adapt to future changes in circumstances and program needs while still incorporating the essential elements of organizational relationships among participating entities?

The above questions may be subdivided, of course, into many more detailed inquiries, but provide an overview of the approach and purpose of this phase of the study.

Study Staff

Public Administration Service (PAS), as consultant to the State Library, has prepared this report. James W. Doyle, of PAS' regular staff, has participated throughout, contributing generally to the report, and having primary responsibility for the analysis of legislation of other states related to library systems, and the analysis of selected Texas governmental organizations. Dr. John O. Hall, Senior Associate and Regional Representative of PAS in the Southwest, directed the study and wrote the other sections of the report. Special consultants for this phase include Keith Doms, Director of the Free Public Library of Philadelphia and former President of the American Library Association; and Lester L. Stoffel, Executive Director of the Suburban Library System of Illinois, who have commented on specific questions brought to their attention. Mr. Stoffel also read most of the draft of the report and shared his views.

Special consultant William O. Miller, systems and management consultant, assisted in the study of library systems in other states for elements of interest related to concerns in Texas. Special consultant Katherine McMurrey, of the faculty of the School of Library and Information Science, University of Texas, Austin, reviewed and identified relevant library law in the other states to facilitate comparisons in this and the following phase of the study.

The staff of the State Library was exceedingly helpful in responding to questions of the study staff and facilitated the conduct of the project in every way.

The Third and Last Phase of the Study

Draft model legislation will be prepared and submitted to the State Library in February 1976. Following consideration of this draft by the State Library staff, Systems Study Advisory Committee, Systems Advisory Board, and the Library and Historical Commission, it will be revised on the basis of directions received by the consultant from these groups. This revised draft will then be incorporated in a Phase III (Final) Report for the project, to be submitted in March 1976.

As in the case of the Phase I and II reports, the Phase III (Final) Report will be distributed widely by the State Library for the consideration of the entire library community.

II. ADOPTION OF BASIC POLICIES RELATING TO COOPERATIVE LIBRARY SYSTEMS

This chapter examines the philosophy of cooperative library systems, and proposes broad principles of governance which can guide the preparation of specific proposals and legislative changes in the following phase of this study. The points elaborated upon will assist in analyzing the alternatives of distribution of authority and functions which are discussed subsequently herein. Their acceptance, rejection, or modification by the State Library and the advisory committees assisting its review of systems' governance will determine the future direction of the study.

Among the concerns dealt with are the roles of cooperating library organizations, allocation of responsibilities, breadth of membership, character of participation by members, nature and variety of services to be rendered, funding policies and methods, hierarchical character and role of the state library agency, and the nature and organization of system governance.

Creating A Balance of Interdependence and Freedom in Cooperative Library Systems

A natural tendency upon establishing a pattern of library systems in a state would be uniformity of methods of creation and governance. However, growth of the system concept in New York, for example, led to a variety of forms which was subsequently tolerated if not welcomed. Flexibility in the statutes of Illinois has permitted some variation there. The approach taken in this study has been to endorse a degree of flexibility in local arrangements for organizing and governing a system, provided these do not prejudice the success of the endeavor or interfere with close cooperative relationships with other systems and state authorities. But where certain organizational principles have been deemed to have universal value for the success of the statewide effort they have been endorsed.

Diversity Among Libraries

A basic underlying circumstance of library cooperation is the diversity of prime sponsorship of the libraries involved. Many are organized by city governments, others by county governments. In recent years, school libraries have proliferated under the sponsorship of school boards. Community college libraries have increased as the number of these institutions increased, usually under the auspices of an existing local government or a special educational district formed for that purpose. The libraries of senior colleges and universities have flourished under the sponsorship of state governments. Institutional libraries have been created and nourished by states. In short, all levels of local and state government have been busily engaged in creating and maintaining a growing number of libraries at resource-levels far exceeding those of previous years. In the private sector a large number of libraries have been created for special purposes. Other libraries under private sponsorship include school, academic, and occasionally even a "public" library.

Mutual Interests of Libraries

The need of a single state agency to relate to overall library concerns within the state's borders has grown in importance as the isolation of libraries one from the other has decreased. This need has been greatly heightened by federal library programs. Its persistence and further intensification may be expected.

The various types of libraries serve diverse populations and bibliographic requirements, but all have certain characteristics in common, particularly the (1) limitations of their collections and consequent need for borrowing from others, (2) requirements for technical and professional information, and (3) need of staff for professional development and renewal. Furthermore, the professional personnel possess similar professional education and orientation. The principal difference in these types of libraries is the breadth and nature of the patrons' informational needs. However, this difference, which can and does vary substantially even within a large public library from department to department, does not invalidate the concept of organization of a public library. Nor does it justify isolation of libraries. The point is that libraries are bound together by mutual needs, varying in extent and volume, which may be satisfied by cooperative action.

Freedom Within Systems

There are various ways to satisfy the cooperative needs of libraries of diverse sponsorship, type, and other characteristics. Some may involve special cooperative programs among libraries of a particular type, others through geographical proximity coupled with complementary collections, and still others through sharing professional resources or common services. There is no end to variety of mutually beneficial action, provided the structure of organization and administrative methods are designed to accommodate reasonable participation by each library to the extent it chooses for itself. Coercive procedures must be eschewed in a system comprised of voluntary, independent members. A cooperative system should be facilitative, accomplishing for its members what they wish to do and allowing for involvement of each member only in those program segments of interest to it. In this way the basic mission of each library, regardless of type, is not disturbed, nor is the authority of the sponsor diminished or prejudiced.

Under the above philosophy of operation, statewide library systems may become comprehensive in types of libraries involved and range of programs offered. In one sense the system becomes a large network of cooperative services created at the behest of and with the active participation of interested members and from which each member may pick and choose at will according to its own assessment of need and benefit. This method of operation opens the way for adoption of any and all needed programs, making it unnecessary to organize separate, overlapping, and competing service units.

Fully Comprehensive Systems Are Still Awaited

At this relatively early stage in the history of library cooperation on a large scale, no state has devised a completely open, flexible, and comprehensive scheme for the development of cooperative library systems. State enabling legislation is generally inadequate for this purpose. No doubt in many states this is the result of years of isolated library operations without adequate motivation for change. Indeed, in some states the very isolation, including that between types of libraries, has unquestionably conditioned the library community to think in more limited terms than necessary or desirable under current and prospective conditions. Nevertheless, it may be noted that systems are beginning to flourish in more and more states, including a growth in membership by types of libraries other than public where law allows. A glimpse of the bright potential is now possible.

The universality of participation in systems by all types and sizes of libraries depends heavily upon the professional judgment of the respective library directors and staffs upon the values to be gained. There appears to exist a strong inclination for cooperation among librarians. "I'm in favor of anything which enables librarians freely and constructively to cooperate," was the basic philosophy expressed by one interviewee during the study. As a practical matter each potential cooperative service requires individual analysis and approval. Therefore, librarians should not be expected to give blanket approval to all program suggestions or to participate in every service undertaken. Their best assurance of a voice in the management of a system and in freedom of choice as independent libraries under varying sponsorship lies in the provisions of the law. If the fundamental legislation protects the autonomy of each participating library, provides in acceptable terms for realizing the general state interest in improving library service, gives ample opportunity for participation of each library in policy formulation, enables each library to choose the individual services it wishes to receive, and offers an equitable sharing of resources and obligations, a solid basis has been laid for widespread and confident participation. This statement represents a postulate of this study.

The Concept of Library Systems in Texas

The cooperative system concept was adopted in Texas only recently, and is still in an early stage of development in 1976. The adopted plan was only partially cooperative in nature, however, due to the fact that the individual libraries, (except those acting as Major Resource Centers) were not given a role in governance. A satisfactory balance of interdependence and freedom among the cooperating libraries was not possible under the enabling legislation of 1969. This study was initiated to examine this aspect, among others.

> Recommendation 1. It is proposed that an enlarged concept of joint library services performed through formal cooperative governing arrangements of the state and local governments and other library sponsors and providing for self-governing procedures for the systems so created be reaffirmed as a prime means for the libraries of Texas to improve their services to the citizens.

Following is more discussion of the distribution of authority in state-local support of library systems.

Where Should Authority for Library Systems Rest?

Assuming that federal influence will continue to be indirectly applied, primarily through program requirements tied to grants, where should the direct control over library systems established within the State of Texas be located? The most obvious choices are the State, or the governing authorities of the libraries, or both. The last can provide a wide range of division of shared authority.

It seems unlikely that these issues of governance will be addressed squarely by the governing authorities themselves. They are most likely to react to proposals emanating from the library community, and in so doing indirectly cast the die in favor of one or the other. A review of legislation of the other states indicates a strong tendency toward shared responsibility for cooperative library development. Nevertheless, the relative roles of the state government and the various library authorities vary in these instances. The variations usually depend on the proportion of state funding.

In Kansas, for example, the seven library districts into which the state was divided were given taxing authority, exercised by the respective system governing board and carried out by general purpose local governments. This was not universally well received, and at one point the state legislative council proposed state appropriations instead. In other states, such as New York, Pennsylvania, and Illinois, state appropriations for cooperative library systems have been substantial, and state participation in program development has been important.

In part the alternatives depend upon whether the library community prefers an exclusive or universal membership by libraries. Exclusive local funding might especially favor system membership of city and county libraries, to a lesser extent school library membership, and perhaps work against the membership of academic and special libraries. On the other hand, substantial state support of library systems tends to enfranchise all publicly supported libraries and not to prejudice relatively the position of private libraries. State funding, so far as the latter are concerned, provides a circumstance which broadens the option of special libraries for cooperation. However, such state financing of systems need not be exclusive, and in fact could not be--contributions in kind would be inevitable and in money could be discretionary.

A discernible trend toward state support of library systems in the country also may be attributed to the broader tax base of the national and state governments. The oft-mentioned excessive use of the property tax at the local level has had some basis in fact. The growth of government at state and national levels is attributed in part to denial of adequate local tax authority and in part to the greater feasibility of levying certain taxes within broader geographical areas. Revenue sharing by the states and nation without accompanying restrictions is generally believed not to have fully corrected the imbalance. Of course, the issue of funding of library cooperatives cannot be expected to lead to a resolution of these broad questions. Instead these conditions must be recognized and accepted as planning bases.

In the questionnaire sent to member public libraries in Phase I of this study, most of the respondents (83%) did not favor designation of the systems as district taxing authorities. While these responses may have reflected certain preferences related to library operations, it may be reasonably assumed also that they were based on knowledge of local conditions and prospects. Neither were most of the member libraries in favor of membership fees to generate additional system funds.

The state funding discussed above has referred to actual dollar expenditures for systems operations. It is recognized that participation in system operations also requires "in-kind" contributions of member libraries, principally in terms of staff time, and that these will grow as patrons expand their use of library facilities. Furthermore, even if state (and federal) funding were to constitute virtually one hundred percent of cash requirements initially, the time could come and the desire could arise for local funding participation. If so, no barrier exists and none should be raised. This development could emerge and be adopted on its own merits.

Beyond the question of the source of system funding, clearly favored as a role of the State, the member libraries also indicated strong preferences in Phase I for state participation in system operations and governance. There was little concern that the State might assume excessive control or exert undue influence. The public libraries have become accustomed to working with the State in recent years and exhibit little concern that it might become domineering. This view may rest on awareness of the strong, independent status of local governments generally in the State and the belief that strength and unity could be gained by joint participation of public libraries with the State. The possible influence of this arrangement on the prospective participation in systems of other than public libraries, however, was not broached in the questionnaire. But as already mentioned it is not believed to be unfavorable.

The 1969 Library Systems Act set a precedent for Texas. Unless there is a swell of contrary opinion, which is not apparent, the placement of future authority for library systems appears to be in both the state government and the governing authorities of the respective libraries in a type of truly intergovernmental arrangement that is still somewhat a strange but nevertheless growing characteristic of American self-governance. Also there seems to be a recognition that with major funding coming from the State (or through the State in the case of federal funds), the role of the State in library development will be substantial. Lastly, there appears to be a general local desire for the State to play a strong and helpful role in library development because of the breadth of its interests, embracing as they do the entire range of library concerns as represented by all libraries within its borders.

In the course of this study it probably would have been inexcusable not to have examined these basic concerns to the governance of library systems in Texas even though the result of the examination might lead only to reaffirmation broadly of existing relationships. At least the process should serve to bring unity and conviction to those who will participate in further development of library systems in the State. The reexamined concepts represent the foundation stone upon which to build higher.

> Recommendation 2. The joint participation of the State and the governing authorities of libraries should be encouraged in developing strong cooperative library systems in Texas, with strong financial support from the State, and authority shared by the State and the governing authorities.

The means for sharing authority and the legal base on which they should rest will be developed further in subsequent discussion.

Should the Governance of Systems Be Centralized or Diffused?

The exercise of authority of the member libraries in system affairs may vary widely according to the preferences incorporated into the law and the rules adopted thereunder. Currently in Texas the member libraries have no authority in the designation of the system headquarters. They receive, when that designation has been made by the State, a system director and the support of a municipal government of which the system headquarters is a part. Thereafter the only official participation allowed in governance and program formulation is through a small advisory group of laymen selected from among the governing boards of the member libraries. No mechanism is provided for professional participation in program development. Resources may be distributed in any way the system headquarters desires, subject to oversight by the State.

Interrelationships of State and System Headquarters

The State, once the designation of a system headquarters has been made, may exert its influence largely through the review of program plans, the funding of which requires state approval. Such program review has not been stringent to date, but largely procedural in nature. However, two systems did fail once to qualify for part of the requested funding. A redesignation of a system headquarters, when one fails to perform well, is complicated. Other corrective measures also can offer prospects of administrative travail to such an extent that temptation can be great to tolerate unsatisfactory conditions. Also, the improvement of unsatisfactory annual program plans submitted by a system headquarters has been difficult to negotiate at times under the circumstances. Furthermore, the natural allies of the State under circumstances of inadequate system operation, namely the rank-and-file member libraries, have no designated channels for systematic communication. Recent examples of dissatisfaction have had to find their way to the State directly from individual member libraries or from ad hoc groups of libraries called together for protest. No inference should be drawn from the above that differences in opinion over programs is not useful as a means to sharpen objectives and build consensus among peers; it is the need of workable administrative machinery for their resolution which begs attention.

Difficult Role of a Major Resource Center

The result of the current system of governance for library cooperation is rather unusual. Commonly, when such unbalance of power exists, there is an evident need for either greater authority at the top, in this case the State, or at the grass roots, in this instance the member libraries. But here the principal problem rests in an intermediate element of the hierarchy, a large library acting as the system headquarters, which exists primarily for another purpose (local service) and therefore may not be adequately responsive to either State or local needs.

This is not necessarily to indicate that any system headquarters has deliberately overstepped its intended authority. In fact, these libraries have generally attempted to carry out their duties with good will and interest in constructive results. But the awkward roles into which they were thrust, the problems arising therefrom, and the misunderstandings which periodically have developed, have combined to create problems. No other aspect of system management to date merits more consideration for change and improvement.

Possible Structural Change

Because of the current weakness of member libraries in system governance it would not be surprising, unless change in the basic structure were made, if over the years they would not thrust the State into a stronger role of centralized control than it or the member libraries desire. This would come about to the extent that system headquarters in the Major Resource Centers failed to represent their views or respond to their needs, or to meet the program goals developed by the library community as a whole, thereby requiring the State to remedy the deficiency. Such a development, if it occurred, would run counter to the original intention of the Library Systems Act.

Separate system headquarters. One means of placing more authority in member libraries would be for the large libraries acting as system headquarters to assume the place of system members as other libraries duly recognizing their importance as system leaders because of their resources, but relieved of responsibility for system administration. This would require creation of a separate system headquarters, having no other responsibility than insuring success of system development as agreed by the member libraries and the State.

If a separate system headquarters were created, it would be the instrument of the member libraries, an organization of libraries within the designated geographical district. It would be accountable to its members, who would constitute its government. It would be the authorized unit to cooperate with the State in library development. If accepted by the State as meeting uniform organizational and operational criteria for cooperative systems, it would become eligible to contract with the State for services and funds.

Designation by member libraries of system headquarters in a Major Resource Center. An alternative to a fully separate system headquarters would be selection by the system governing board of a director of a member library to serve part-time as system head. This would require agreement of the library's governing authority that the library could function satisfactorily under a part-time director. In such case system funds would be under the control of the system governing board, rather than a city finance officer as at present, thereby giving the system appointing and expenditure authority. This scheme offers some advantages over the present, although it would still leave the governing board with a part-time director under the circumstances of potentially conflicting responsibilities.

Consequences of the above alternatives. Under this type of organization the number of major organizational elements would be reduced essentially from three to two. The libraries would unite, in an organization at the district level, which would deal directly with the State. Having better control over their own system headquarters, the member libraries would acquire both a responsive administration for cooperative endeavors, obviating individual appeals to the State, and a unified voice capable of working with the State in a productive relationship recognizing both the libraries' needs and the state's responsibility and coordinative role. Such arrangement would acknowledge the grass-roots nature of system operations within broad policy guidelines developed cooperatively with the State.

The State on the other hand, would be responsible for fostering and coordinating inter-system activities. Since each system must be assured of the success of each other system if the concept as a whole is to succeed, the State would monitor all performance. On behalf of all other systems, as well as the State, the State would insist that a lagging system improve its operations to an acceptable standard. Since the other systems cannot themselves perform this disciplinary role with respect to a poorly operating system, they must depend upon the State to protect their interests by so doing.

Considering the above discussion, it is preferable that the governance of library systems be diffused rather than centralized, thereby underlining the "cooperative" nature of the endeavor among independent governing authorities of libraries. Essentially the organized systems would be operationally self-governing within broad policies and guidelines of the State. Even the State's policies and guidelines would be created with the member libraries' assistance. Widespread collaboration among interested parties would be the common manner of doing business.

Recommendation 3. Cooperative library systems in Texas should emphasize "grass-roots" participation in program development and operations by placing governing authority over such systems in the hands of representatives of the member libraries.

Recommendation 4. System headquarters should be designated by a governing board constituted by the member libraries in a district system in order to insure the adequate response to the authority of the collective membership, vigor in development of cooperative programs, and improved liaison with the State.

On the basis of the findings of this study, as well as the stated preferences of the libraries responding to the questionnaire, a separate system headquarters appears preferable to designation of an existing library as system headquarters. It is believed that experience has demonstrated the general unworkability of the current structure even under a small program of "giving and receiving." It is believed that a more developed program would have exhibited more vividly the weaknesses of such relationships. However, if there should be a strong desire on the part of a system governing board to utilize a particular library and its staff as system headquarters, it would be possible to leave this option open. More than likely, however, the arrangement would be short lived, and a separate system headquarters ultimately would be established.

Recommendation 5. An existing library in a district, with its approval, may be designated by the governing board as system headquarters, subject to approval of the State, or a separate system headquarters may be established.

The desire for active support of systems by the State having been amply demonstrated, and with the beneficial, even essential, role of the State becoming steadily more evident, the following recommendation is complementary to the two preceding.

Recommendation 6. The State should exercise the role generally authorized and assumed under the Library Systems Act of 1969, including (a) the adoption of major goals, criteria for system organization and management, program guidelines, and funding requirements; (b) the coordination of intersystem operations; (c) evaluation of program planning and performance; and (d) participation in specific programs benefiting from active state involvement (e.g. interlibrary loan, workshops), as developed from "grass-roots" participation.

Should Potential Library Membership in Systems Be General or Limited?

It was pointed out in the Phase I report that the initial concept of library systems in Texas was all inclusive with respect to membership of all types of libraries. Whether sponsored and primarily funded by city government, county government, boards of education, boards of regents, or other, the original plan for the creation of systems advanced by the Texas Library Association made no mention that membership should be exclusive.

The Library Act of 1969, however, provided for membership only of public libraries. Some other states also have focused on public libraries. The need for cooperative services may, indeed, be greater for public libraries, but nevertheless a trend to involve libraries with smaller patronage and more specialized service concerns has been evident. In some states the organizational connection between education and libraries at the state level has facilitated cooperation of public and school libraries, public and academic libraries, or all three. In others, such as New York and Illinois, certain academic libraries (including some private institutions) are involved with public libraries in specific services, and school libraries are increasingly interested in participation.

Participation in specific systems services is generally a matter of free choice for independent libraries. Membership does not need to require participation in an activity of little or no value to the respective library. Under these circumstances, truly permissive and supportive, lacking objectionable impositions, libraries of all types stand to benefit from cooperation in advanced programs, and from the opportunities for professional development under system-sponsored programs which transcend differences of emphasis in types of libraries.

Any tendency for types of libraries to separate unnecessarily and excessively from each other may well be countered by future federal programs. Support of state programs by federal funding and the development of multi-state and national library cooperation may be expected to encourage and make ever more feasible closer working relations among libraries, judging from the plans under development.

Needless to say, the additional strengths in resources, services, professional standing, and political influence flowing from cooperative systems combining all libraries would place them far ahead of their previous position.

> Recommendation 7. Membership in systems should be permitted for all libraries, regardless of type or sponsorship, with due regard to the correct application of public funds when private libraries are involved.

Should All Libraries Contribute to System Services?

Cooperative systems thrive best when all participants provide as well as receive services. Contributions of small libraries may not be great but the principle is served and collectively they are important. Furthermore, the delivery of service is professionally worthwhile.

The concept of mutual giving and receiving has not been built into systems operations in Texas to a sufficient degree in the early years. The service concepts of the Field Service Division of the State Library, resulting naturally from its given mission, represented a one-way flow of assistance. They have been perpetuated in the systems. Other system-generated services also have tended to be of the give-receive kind, so that a considerable number of member libraries have come to see systems as a paternalistic endeavor rather than one of shared effort and benefit. This perspective extends even to program planning and governance.

In some other states efforts have been made to permit every member library to contribute assistance to other libraries as well as to receive help. This has been found to improve the quality of service, permit the adoption of programs not otherwise feasible, and gain strength and enthusiasm for the organization. The member libraries of Texas systems, in response to the questionnaire of this study, overwhelmingly indicated their desire for greater participation.

> Recommendation 8. The various programs adopted by the library systems should be carried out with the participation of the maximum number of libraries; all libraries should give as well as receive system service. State assistance should favor decentralization of services within the systems.

How Should Cooperation Between Library Systems be Fostered?

Intersystem cooperation in library development has tended to be overlooked and undeveloped in the Texas scene to date. Emphasis has been given almost exclusively to internal programs of the several systems.

If this situation should persist some important benefits of cooperation would be reduced.

Where does the responsibility rest for intersystem cooperation? Obviously any system may contact any other system to propose joint programs. For some of the more obvious activities of potential mutual benefit it is possible that one system might take such initiative, especially with its nearest neighbor or neighbors. However, for extensive cooperation, and especially in programs of universal interest, the State can perform a valuable service by assisting in the planning and coordination.

There are a number of ways in which this important function may be given its due share of consideration. A practical means for generating action would be to require the formulation of both annual and long-range plans, prepared by the State with the collaboration of the systems. Specific designation of staff responsible for intersystem concerns would also encourage their development.

Recommendation 9. The State should assume leadership in encouraging intersystem cooperative services and to that end be charged with leadership in developing short- and long-range plans, assigning intersystem tasks to staff, and coordinating the resulting programs in cooperation with the several systems.

To What Extent Should State-Supported Services Be Delivered Through the Systems?

There are two major services provided by the State Library which, despite the establishment of systems, still operate largely outside that framework, namely, interlibrary loan and services for the blind and physically handicapped. Organized thus, they do not provide full possible support to the system concept.

A means of strengthening systems is the assignment thereto of important functions. The resulting convenience and benefits of the cooperative arrangements improve the quality of services. It is conceivable that the systems might need greater or lesser state support and participation in some programs than others, but in principle there seem to be strong arguments in favor of maximum decentralization of library services to the libraries themselves. The role of the State is best when it relates to policies, standards, program criteria, coordination, and program development. Execution is often best done at the "grass roots."

Interlibrary loan would benefit from substantial transfer of authority to the systems (not individual libraries). The current differences in administration of interlibrary loan and systems' management have been obscured by the fact that the Major Resource Centers have been designated to do both. For that reason most other libraries have not been fully aware of the administrative differences.

Services for the blind and physically handicapped, effectively performed in part in a centralized operation, have suffered neglect in aspects best performed where the patrons live. (See Appendix G for an excellent statement of roles for systems and libraries in New York State.)

It would be worthwhile to undertake a substantial decentralization of certain services to the several cooperative systems and their member libraries, as rapidly as system machinery is prepared to take charge effectively. The same policy should govern in future determinations of the locus of program execution.

Recommendation 10. The delivery of library services and the funding therefor should be decentralized as much as possible to the individual libraries under the responsibility of system headquarters, including interlibrary loan and services to the blind and physically handicapped.

How Should State Funding Be Apportioned To the Several Systems?

There is an infinite variety of possible funding formulas which could be employed by the State. There is wide discretion currently with a portion of the federal funds. This has made it possible to give strong support in FY75 to system development when state funds were lacking. However, our interest here is in the use of state funds.

Presently the State provides funds for system operations in two major ways, through appropriations under the Systems Act and other appropriations, such as that utilized for interlibrary loan. Grants of state funds to the several systems may be made as follows (Section 14 of the Library Systems Act):

(1) System operation grants
(2) Incentive grants (for library consolidation)
(3) Establishment grants (to establish libraries in unserved areas)
(4) Equalization grants (to enable system membership of libraries in jurisdictions of limited taxable income)

All of the above grants, if made with state money, must be made by the individual systems, not the State directly, from funds allocated to the systems under a fixed formula. The formula (Section 7 of the Act), after provision for administrative expenses of the State, reads as follows:

> "Twenty-five percent of such funds shall be apportioned equally to the major resource systems and the remaining seventy-five percent shall be apportioned to them on a per capita basis determined by the last decennial census."

Incentive, Establishment, and Equalization Grants

To date the systems have not emphasized in their plans the grant of state funds, or indeed funds of any source, to provide incentive, establishment, or equalization grants to libraries in their districts. On the other hand, the State has made the following grants of these types, using federal funds:

Incentive grants (for library consolidation):

Hidalgo County, FY74
San Patricio County, FY74

Establishment grants (New libraries in unserved areas):

Pittsburg/Camp County, FY72
San Augustine County, FY73
Newton County, FY74
Caldwell/Burleson County, FY74
Nacogdoches County, FY74
Carrizo Springs/Dimmit County, FY75

No equalization grants from state funds have been given to existing libraries to enable them to upgrade their services in order to qualify for system membership. The apparent reason for this is that the award, under the wording of the 1969 Act, is tied to "communities with relatively limited taxable resources." Due to the difficulty of establishing the existence of such limitation, no grants have been given. The policy creating such limitation merits reconsideration. However, federal funds could have been used for upgrading libraries to membership standards, but were not, indicating a low assigned priority to this program in recent years.

Recommendation 11. The current category of "equalization grants" should be eliminated from the law, and the purpose of the existing "incentive grants" be broadened to include help to upgrade libraries as necessary for system membership. Strong concomitant local effort should be required and grants limited to a maximum of perhaps two years, possibly in declining year-to-year amounts.

From the above discussion it is obvious that in this area yet another opportunity exists for decentralizing operations from the state to system level. Since systems are close to the scene, it would be desirable to encourage them to upgrade the lagging libraries in their area, encourage consolidation when needed, and help in creating libraries in unserved areas. Or, if desired, both state and system funds could be used if this would encourage action. But the important consideration is the superior ability of the system to assess local needs, make the necessary contacts and arrangements, monitor progress, and generally further these objectives. No change in the law is required to encourage decentralization in this matter, but state participation would be helpful.

Revision of Fixed Formula for Grants

Returning to the formula for distribution of state funds to the several systems, currently no consideration is given to the square miles of area in the system, a factor which has been utilized in some other states, and merits consideration in Texas on several grounds, one of which is the wide differences in population densities, especially between east and west Texas. Except for an equal distribution of the first twenty-five percent of funds, all is allocated on a population basis. Inequities can exist and become greater over the passage of time under these circumstances. They could be largely guarded against by introducing an areal element into the formula. This would not need to change the existing apportionments in any significant degree unless desired.

> Recommendation 12. The formula for distribution of state funds to systems, after provision for state administrative expenses, should be as follows: Twenty percent of such funds shall be apportioned equally to the major resource systems, thirty percent on the basis of number of square miles of territory, and the remaining fifty percent on a per capita basis determined by the last decennial census.

Interlibrary Loan Apportionments

The control by the State of the interlibrary loan appropriation, having been made separately from the systems appropriation, has rested exclusively with the State. As has been pointed out in the Phase I report, interlibrary loan is the major feature of system operations and has been found by libraries of other states with greater experience and volume in ILL than Texas to be an essential, cohesive element in making systems work. Even in Texas, however, the degree of separation of ILL from all other system activities has tended to be apparent only to Major Resource Centers and a few Size II libraries. In recent months, however, the centralized operation and control of ILL has become more apparent.

The insidious tendency of this situation has created policy disagreements between the State and member public libraries, including the Major Resource Centers, regarding ILL operations. Part of the spirit of teamwork was lost. Excessive costs per transaction were sometimes viewed more as a concern of the State than of the participating libraries. Efforts to reduce these costs, furthermore, were sometimes interpreted as undesirable interference by the State in local operations.

If authority and funds for operation of ILL within each system were delegated to said system, greater interest in maximum service for lower cost should result. The State would be able to concentrate on standards and evaluation.

Also, a particularly important role of the State would be the intersystem features of ILL and the arrangements for settling new balances of service between systems as well as between non-member cooperating libraries and systems. Alternatives here would be state rules for satisfying intersystem service balances or retention of a percentage of ILL funds by the State for equalizing service costs.

Recommendation 13. Funds for interlibrary loan programs should be apportioned among the systems on the same basis as other operational funds therefor, after providing for the needs of state technical and administrative support, together with authority for organization and operation of interlibrary loan services subject to broad criteria established by the State.

What Is the Best Type of State Agency to Coordinate Library Systems?

The concerns of state government for library service are typically scattered among many agencies. Sometimes one is given a coordinative role with respect to all libraries. In other cases, a state agency is charged only with public libraries and public school libraries. Sometimes higher education also is included. There is no uniform pattern.

The Need for a Comprehensive State Agency to Foster Library Development

The increasing degree of cooperation among libraries, regardless of the source of sponsorship and funding, and regardless of the characteristics of its patronage, is leading to demands for central coordinative state agencies with ample authority to respond to the needs of the broad library community. Although the development of adequate state agencies throughout the fifty states as a whole is still in an incipient stage, the public demand for library service is increasing so rapidly and the isolation of libraries one from the other is so quickly disappearing, it is reasonable to assume that stronger and more comprehensive state library agencies will emerge all over the nation.

The National Commission on Libraries and Information Science is itself calling on the states to develop library agencies fully empowered to deal effectively with other states and with the federal government on behalf of the entire range of library interests and organizations within its borders.

As pointed out in the Phase I report, Texas is a state in which a single state department, the State Library, has been given the broad assignment of encouraging the development of all libraries. Nevertheless, in some matters, subsequent legislation has been limiting, such as the Library Systems Act of 1969, which does not permit other than public libraries from participating in the systems. Also, important statewide statistical information is missing in some library areas.

Recommendation 14. The State of Texas should possess a state agency empowered to assist all libraries regardless of primary sponsorship or funding, encourage their voluntary cooperative endeavors, and represent the library community officially in interstate and national questions.

The Character and Hierarchical Position of a State Library Agency

The organizational designation and hierarchical placement of central state library agencies varies considerably from state to state. There does not appear to have been a preferred manner of locating this activity within state government, despite uniformity found in many other top organizational patterns of states. While the following is not a list of all variations, they are illustrative, and at least one state with the indicated organization is mentioned:

Selected State Library Agencies

(1) Public Library Service; executive board appointed by the governor; director named by the board (Alabama)

(2) State Library; department of education; director named by governor (California)

(3) State Library; department of education, state commissioner of education, who delegates powers to deputy state librarian (Colorado)

(4) State Library; state library committee; state librarian appointed by committee (Connecticut)

(5) State Library; department of state; head of division of library services (Florida)

(6) State Library; state librarian appointed by governor (Georgia)

(7) State Library; state library director appointed by elected secretary of state/state librarian(Illinois)

(8) State Library; appointed by governor (Kansas, Kentucky, Maine, Nevada)

(9) State Library; state library board; state librarian elected by people (Mississippi)

(10) State Library; board of regents of the university; deputy commissioner of education (appointment not specified in library law) - (New York)

(11) State Library; library board appointed by state board of education; state librarian appointed by library board (Ohio)

No two states appear to have identical arrangements for the state library agency, its governing structure, and appointive methods. However, some similarities can be found.

State Library Commissions

Of particular interest is that the following states are quite similar to Texas in having governing boards or commissions appointed by the governor, and these bodies in turn appoint the state librarian: Indiana, Louisiana, Michigan, Nebraska, Oklahoma, Oregon, South Carolina, Virginia, and West Virginia. Except that some of the commission members may be designated by law or appointed by other than the governor, the following states also have structures similar to Texas: Massachusetts, Missouri, New Hampshire, New Mexico, North Carolina, South Dakota, Utah, Washington, Wyoming, and Connecticut.

State Libraries in Education Agencies

A notably different pattern of governance is followed in another large group of states, namely the placement of the state library in an educational agency of the state. Among the states where this is true are the following: Alaska, Arkansas, California, Colorado, Hawaii, Minnesota, New Jersey, New York, Pennsylvania, Tennessee, and Wisconsin. Of these, there is presently a movement in Pennsylvania to set up a library commission, separate from the educational hierarchy, and proposed legislation has been drafted for this purpose.

Criteria Important to the Hierarchical Position of a State Library

Obviously, an important factor is the freedom of the library community and its voice and collaborator in state government to arrive at policy decisions without undue influence of irrelevant concerns. In most cases a separate state agency is favored for this purpose, rather than having the function as a division of a large department, such as education, whose primary objectives and attention are directed to other matters. On the other hand, a disadvantage can be that as a separate agency, the state library becomes a smaller entity and loses the day-to-day support of a large and influential agency. Or, as in Illinois, the support of an elected official (in that case the secretary of state) may be foregone by a separate library agency.

Another aspect for state libraries that form a part of education agencies is the possibility of facilitating joint programs between school, public, and academic libraries. However, even though a part of an education agency, state libraries in some states have not developed as many cooperative programs among types of libraries as one would expect under the circumstances, thereby discounting their value in fostering cooperation.

Another consideration is the hierarchical proximity of the library agency to the governor. It might be assumed that an agency reporting directly to the governor would gain power in achieving its goals. In some states, or with some personalities this might happen. However, in general, the states with these arrangements, mostly smaller states, have not surpassed the achievements of others. In large states, it could be expected that someone on the governor's staff would assume the role of alter ego. This would mean that direct access to the governor would be blocked perhaps as effectively as if the state library were a division of a larger department. Furthermore, the chain of authority would be blurred, and it would become more difficult for the public and the library community to know just where important decisions were being made, or to whom appeals should be taken whenever problems arose.

The existence of a lay commission also may have its weaknesses. Its members are usually lacking in time, making it difficult for them to stay informed. The more active the library programs become, a circumstance which now appears to be an inevitable trend, the greater will be the burden on commission members. Also, since they are not usually salaried persons of the state government, their interest in and attention to library affairs can diminish. The members may vary widely in understanding of their role. Even though appointed by the governor or other high state official they may have little personal or political influence on behalf of the library's programs and appropriations. They may not be impartial judges of issues in contention. They may impede the library administration in effective program formulation or, on the other hand, exercise a calm and restraining influence on bureaucratic excesses.

However, no system will operate perfectly. Our search is merely for the best. It appears that in large states particularly, the library commission may be made to function as effectively as any and better than some. When appointed by the governor it obtains a desirable hierarchical status. Its members tend to be broadly interested in library service and not partisan representatives. It can serve the state library as a sounding board for policy formulation, evaluate its performance, and hear appeals for policy changes or from administrative impositions. Keen judgment and goodwill of the members, along with willingness to curb the possible excesses of one of their own number, can serve a state and its state library well.

An important aspect of a state library headed by an independent commission is its neutral position in the library field. It can speak for all libraries in matters of major policy if so authorized, without being labeled as partial to any professional group or point of view. As already mentioned, state libraries are assuming greater and greater importance for the whole library community as progress accelerates. Therefore, a state library so governed may be made to work effectively for the development of all libraries in the state, regardless of type or sponsorship. This could be made to constitute an objective of the library community.

Recommendation 15. The Texas State Library and Historical Commission, appointed by the Governor, should be supported by the library community as the preferred form of governance of a State Library independent of any other executive agency of the State. The State Librarian should continue to be appointed by and responsible to the Commission.

What Should Be the Role of the State Library and Historical Commission?

The duties of the State Library and Historical Commission with respect to library systems are found in the general statutes relating to their authority as well as in the 1969 Library Systems Act. In thinking about the future role of the Commission it is worthwhile to review their major functions as now set forth by law. The Commission:

(1) Shall be responsible for the adoption of all policies, rules and regulations so as to aid and encourage libraries, collect materials relating to the history of Texas and the adjoining states, preserve, classify and publish the manuscript archives and such other matters as it may deem proper, diffuse knowledge in regard to the history of Texas.

(2) Shall have the power and authority to transfer books and documents to other libraries which are supported by state appropriation.

(3) Is authorized to accept, receive, and administer federal funds made available by grant or loan or both to improve the public libraries of Texas.

(4) May enter into contracts or agreements with the governing bodies and heads of the counties, cities, and towns of Texas to meet the terms prescribed by the United States and consistent with state law for the expenditure of federal funds for improving public libraries.

(5) Is authorized to adopt a state plan for improving public library services and public library construction.

(6) Shall establish and develop a state library system.

(7) Shall appoint an advisory board of five librarians (for advice on library systems).

(8) Shall approve an annual plan for development of the system.

(9) May establish and develop major resource systems in conformity with the plan for a state library system.

(10) Shall accredit libraries for system membership on the basis of standards established by the Commission.

(11) May reorganize, merge, or partially transfer a major resource system with approval of the appropriate governing bodies of libraries comprising the system.

(12) May enter into contracts and agreements with the governing bodies of other libraries, including but not limited to other public libraries, school libraries and media centers, academic libraries, technical information and research libraries, or systems of such libraries, to provide specialized resources and services to the major resource systems.

(13) May designate major resource centers from existing public libraries on the basis of criteria approved by the Commission.

(14) May revoke the designation of a major resource center which ceases to meet the criteria for a major resource center or which fails to comply with obligations stated in the resolution or ordinance agreements.

(15) May designate area libraries within each major resource system service area to serve the surrounding area with library services from among existing public libraries and on the basis of criteria approved by the Commission.

(16) Is empowered to revoke the designation of an area library.

(17) May accredit community libraries and terminate their membership if they lose their accreditation or fail to comply with obligations stated in the resolution or ordinance agreement.

(18) Shall approve rules and regulations for administration of the program of state grants, including qualifications for major resource system membership.

(19) May use funds appropriated by the Texas Legislature for personnel and other administrative expenses to carry out the provisions of the Library System Act.

The first five responsibilities listed above were assigned to the Commission in legislation dating as early as 1909, antedating the Library Systems Act of 1969. (The broad responsibility of aiding and encouraging all libraries was adopted in 1909.) The remaining fourteen responsibilities are set forth in the Systems Act. Clearly the Systems Act added substantially to the duties and responsibilities of the Commission with respect to public libraries. If original intentions of the Texas Library Association had been embodied in the Act, it also would have charged the Commission with greater responsibility to assist other types of libraries through the systems approach.

Future Responsibilities of the Commission

In increasing the authority of any institution the inevitable question arises whether another institution might be equally deprived of authority. If so, interinstitutional conflict may arise. This situation does not appear to obtain in this case. Instead, there appears to be a hiatus of responsibility and authority on the one hand, which needs to be filled for the benefit of the future prospects of library service and, on the other hand, actual and unnecessary restraints on the Commission which limit its effectiveness on behalf of needed library service.

The role of the Commission should be facilitative, helpful, coordinative. It should encourage opportunities for improving the informational, educational, cultural, and recreational programs of libraries. It should help the libraries do what they want to do if it makes sense and the public approves. Deliberate and analytical in its approach, the Commission must be alert to developing opportunities and improved methods and lean to the side of leadership. The Commission should encourage innovation and experimentation looking toward improved methods. It should speak up on policy proposals which require the understanding and approval of organized political forces at the state and local levels. It should serve as a rallying point for those who best understand the value of libraries to society and wish to inform the citizenry on related issues of public policy.

These general concerns should be reflected in suitable fashion in the law providing for library systems. The Commission members, coming as they do with a background of broad community interests, are suited as laymen for considering the full range of library interests.

> Recommendation 16. The Texas State Library and Historical Commission should be given ample authority by law to encourage and support a program of cooperative systems open to all libraries on a voluntary basis.

Improving the Statement of the Legal Responsibilities of the Commission

Possible modifications of the more specific responsibilities listed above for the Commission will depend upon certain basic decisions of the governance and operations of cooperative systems and will be dealt with in other sections of this report, or in the following phase of the study when guidelines have been provided to the consultant. In general it would appear that membership accreditation, service plans, and system criteria will continue to be logical elements, although consideration needs to be given regarding which language would best be incorporated in the law and which in the rules.

In addition to the nineteen responsibilities listed above, the need for stating other responsibilities now only implied or not clearly delineated should be examined in drafting amendatory legislation. For comparable functions and authorities in the fifty states see Appendix H.

The Commission occupies a unique position organizationally. It has no superior authority engaged in close oversight of its performance and the redirection or stimulation of its efforts. In case of a major conflict involving the Commission, it is probable that discreet inquiry would come from the Governor and members of the Legislature. But this would be rare beyond an occasional local concern. No one exercises detailed supervision over the Commission.

How then does it go about learning its job and maintaining workable relationships with all other organizational entities in the library field? Generally the interplay of the various organizational and social interests and the bureaucratic operations of the libraries including the State Library give the Commission clues. At least in the case of conflicts the Commission can hear the parties and render a verdict or call for administrative action. And for program direction the members are brought proposals for consideration and adoption. They receive reports of program performance. These and other means for Commission orientation exist.

But in addition to the activities of the library organizations and the process of program review and appraisal, the law can be an excellent guide. The law need not be limiting or detailed. Indeed, it can be stimulating and challenging in the broad goals it sets forth, constructive in channeling of the Commission's interests, and instructive in the relationships that should exist with the organizations it serves, coordinates, or directs. It should not be left to chance that Commission members labor under only partial understanding of their roles when the law is a major instrument for their guidance and the principal one coming to them in the governance process. Furthermore, full understanding will enable members to work more quickly and effectively among themselves.

Recommendation 17. The library system law should provide basic and helpful guidance regarding the role of the State Library and Historical Commission in library development through cooperative systems.

What Should Be the Role of the State Librarian and His Staff?

The role of a state librarian may vary according to whether he reports to a policy-making body, an elected official, or to a supervisor in the bureaucracy. As has already been pointed out, each of these arrangements is to be found among the various states. Due to the relatively small amount of time available to a commission for governance and the policy characteristics of the functions performed, a state librarian usually has a broader scope of responsibility under this structure than any other, with the probable exception of those that report directly to a governor or, as in Mississippi, one that is elected.

In accord with the current pattern of commission governance in Texas, which is suitable to the oversight of cooperative systems, the

State Librarian occupies a key position in assisting library development. The advent of federal and, more recently, state funding, has made the job a critical one on behalf of libraries. While the role of the State Librarian has been enlarged recently with respect to public libraries in particular under provisions of federal and state law, it also looms larger generally for state government and all other libraries.

Under legislation adopted prior to the Library Systems Act of 1969, the State Librarian's responsibilities included the following:

(1) To draft for Commission consideration all policies, rules and regulations so as to aid and encourage libraries.

(2) To discharge all administrative and executive functions of the Commission.

(3) To appoint an Assistant State Librarian and such other assistants as are necessary.

(4) To give, as delegated by the Commission, advice to such persons as contemplate the establishment of public libraries, and to conduct library institutes and encourage library association.

(5) To transfer, under delegated authority of the Commission, books and documents to other libraries which are supported by state appropriation, and to exchange duplicate books and documents or to dispose of such books and documents to any public library, state or local.

(6) To develop a state plan for improving public library services and for public library construction and to administer the plan.

(7) To ascertain the condition of all public libraries and report the results to the Commission.

Upon passage of the Library Systems Act of 1969 additional duties were assigned to the State Librarian directly and also indirectly as the executive officer of the Commission, including the following:

(8) To assist the Commission in establishing and developing a state library system.

(9) To submit an annual plan for the development of the system for review by the Advisory Board and approval by the Commission.

(10) To assist the Commission in establishing and developing major resource systems.

(11) To assist the Commission in designating major resource centers and area libraries.

(12) To formulate, with the advice of the System Advisory Board, and submit to the Commission for approval, rules and regulations necessary to the administration of state grants, including qualifications for major resource system membership.

(13) To administer the program of state grants and promulgate the rules and regulations approved by the Commission.

It will be noted that the law emphasizes the role of the State Librarian in formulating policies for the ultimate consideration and adoption of the Commission. The incumbent is truly an executive for the Commission. Nevertheless, the law makes clear that the State Librarian shall have sole authority over the Library's personnel, thereby giving him the most essential power for internal management if he is to be held responsible for results in carrying out adopted policies. This continuum of staff formulation and recommendation of policy (with participation of interested parties whenever indicated), Commission decision on policy, staff execution of policy, staff evaluation of program execution, Commission review of executive performance and hearing of any appeals therefrom, and Commission modification of policy where determined to be needed, is typical of the never-ending administrative process of this type of organization. It has been found to be a viable means of identifying and refining objectives, organizing for action, resolving conflicts over participation and benefits, and adjusting goals and means as conditions change.

Executing the Functions of the State Librarian

The administrative circumstances for the State Librarian have changed considerably with the advent of systems. A greater number of plans are required and decisions needed. Managerial sophistication has reached a higher level. It must do so for several reasons. First, the effectiveness of systems' operations are in the balance and, second, if the management were not equal to the task the number of complicated issues raised to the level of the Commission for decision would be overwhelming.

To assist the State Librarian, the Division of Library Development was organized. A description of its staffing and activities is included in the Phase I report. This Division has recently improved its staffing. Its administrative procedures are being continually refined. The State Librarian has the authority to assign the Assistant State Librarian such supervisory functions over the Division as he sees fit, and he has done so in a manner to extend his influence and facilitate more rapid administrative decisions essential to smooth and effective operations.

The administrative relationships with which the State Librarian and the Division of Library Development are faced are not unique. State-local cooperation is becoming more and more important. In this case, however, a less common form, namely a multiple, organized relationship of many local entities with the State, has been adopted. Similarities may be found in the Education Service Centers and the Texas Education Agency, and to councils of governments and the Texas Division of Planning Coordination. If, however, all libraries, public, academic, school, and special join together for system benefits, a large and important aggregate of prime sponsors will be united in cooperative endeavors.

The circumstances of enlarged functions and responsibilities can require but limited additional time of the members of the Commission What can be expected of the Commission is that their deliberations will tend to focus ever higher in the sphere of policy, leaving greater areas of subordinate decisions to the State Librarian and his staff. In order to do so with assurance, the Commission must be satisfied that (1) the basic organizational arrangements of the systems are sound in order that problems will be solved at the lowest possible levels in the administrative hierarchy, (2) that the responsibilities enumerated for the Commission in the law are delegated as appropriate in written form to the State Librarian, and (3) that the Division of Library Development is adequately staffed and is equipped with the managerial authority and procedures equal to the task it is assigned.

Another unit of the State Library, the Division for Blind and Physically Handicapped, has not yet linked its operations to systems, and the question is pending of how systems can best be utilized to strengthen and extend these services. The resolution of this question rests with the State Library, in cooperation with the several systems. The way appears open to greater involvement of individual libraries as needed on behalf of these patrons.

> Recommendation 18. The role of the State Librarian should be elaborated by statute, but particularly by the rules of the Commission, to insure that vigorous program execution of the systems concept is possible. In turn, the Division of Library Development should develop, for approval of the State Librarian, administrative regulations which set forth the Division's role for clarification within the State Library and for the information of all member libraries.

III. STATUTORY PROVISIONS FOR LIBRARY SYSTEMS: A REVIEW OF AMERICAN LIBRARY LAWS

The analysis of existing legislation for library systems in other states provides information essential to the formulation of alternative models of organization and governance for the Texas Library System and to the content and specificity of proposed or amendatory legislation. Statutory provisions of several states contain valuable information concerning the organization and governance of their respective library systems, aspects of which may have applicability to Texas. Additionally, the content of the legislation with respect to specific provisions not included in the Texas Library Systems Act and also with respect to the relative balance between statutory and administrative rules and regulations demands consideration.

While some states have enacted a comparatively detailed body of statutory law dealing with library systems, others have passed more permissive legislation which delegates broad powers to a state agency, official, or board. Still others have developed library systems without benefit of specific legislation. House Bill 1384 enacted in May, 1975, by the Colorado Legislature, for example, provided a legal basis for the already existent regional library service systems of that state.

For the purpose of this analysis, statutory provisions for library systems of the following states will be examined: California, Colorado, Illinois, Massachusetts, Michigan, New Hampshire, New York, Ohio, Oklahoma, Pennsylvania, and Wisconsin. With the exception of the Colorado law, the analysis is based on the legislation as presented in American Library Laws (Ladenson, 1973). Specific citations are presented at the end of this chapter.

Administration of Library Systems at the State Level

Responsibility for the administration of library systems at the state level has been vested in boards or commissions by six of the eleven states: Colorado, Massachusetts, Michigan, New Hampshire, Ohio, and Oklahoma. Three states have designated the state librarian as the official responsible for library systems, but of these (California, Illinois, and Pennsylvania), Illinois and Pennsylvania have also established appointed advisory bodies to the state librarian. The Commissioner of Education of the State of New York has been delegated responsibility for systems development and operations in that state, while library systems in Wisconsin fall under the supervision of the Division for Library Services, a division of the Wisconsin Department of Public Instruction.

Organizationally, responsibility for library systems is located in an independent library agency in only three of the eleven states: New Hampshire, Ohio, and Oklahoma. The Board of Library Commissioners of the State of Massachusetts has considerable statutorily defined independence, but nominal supervision is exercised over the Board by the Department of Education. The state agencies, officials, or bodies concerned with library systems in California, Colorado, Michigan, New York, Pennsylvania, and Wisconsin are organizational components of the states' departments of education. In Illinois, the secretary of state is designated state librarian, and the Illinois State Library is a division of the secretary of state's office.

The responsible authority for library systems in each of the states is listed below:

California:	State Librarian (the state library is a division of the department of education)
Colorado:	State Board of Education
Illinois:	State Librarian (advised by the Advisory Committee of the Illinois State Library)
Massachusetts:	Board of Library Commissioners (appointed by the governor)
Michigan:	State Board for Libraries (appointed by the governor; the state library is an agency of the department of education)
New Hampshire:	State Library Commission (6 members; 5 appointed by the governor, 1 a member of the state board of education; the state library is an independent agency)
New York:	Commissioner of Education
Ohio:	State Library Board (appointed by the state board of education, but functions as an independent body)
Oklahoma:	Oklahoma Department of Libraries Board (appointed by the governor)
Pennsylvania:	State Librarian (advised by the Advisory Council on Library Development appointed by the governor; the state library is an office of the department of education)
Wisconsin:	Division for Library Services (a division of the department of public instruction)

Statutory Provisions for the Delineation of Library Systems

The shape of library systems, that is, the geographic and political jurisdictional areas included, the number and size of libraries, and the types of libraries permitted to participate, as well as certain basic features of organizational structure, are generally statutorily defined. This legal definition of library systems has typically been accomplished in one of two ways. In some state legislation, multiple definitions of library systems are provided, thus allowing a degree of local flexibility in the development of systems. Such definitions, however, are normally subject to subsequent provisions of minimum standards which may in fact limit the range of defined variations. Other states limit system development to areas defined by existing political subdivisions, primarily counties. The second legislative approach to the delineation of systems has been by administrative definition of systems. Although elements of each approach are found in the majority of legislation, each strategy is treated separately below.

Multiple Definition of Library Systems

California, Illinois, Michigan, and New York provide for a variety of system configurations. Both California and Michigan define three types of systems:

(1) a library system consisting of a single public library;

(2) a consolidated library system involving the consolidation (merger) of two or more public libraries into a single library;

(3) a cooperative (or federated) library system in which two or more public libraries enter into a written agreement to implement a plan of service.

Illinois has provisions for consolidated and cooperative systems corresponding to the definitions above, but limits a single library system to tax-supported public libraries serving a city of over 500,000 population. The State of New York has legislated the following types of systems:

(1) a library established by one or more counties;

(2) a group of libraries serving an area including one or more counties in whole or in part;

(3) a library of a city containing one or more counties;

(4) a cooperative library system with a plan of library service approved by the commissioner of education.

In addition to the definition of library systems, the legislation of three of these states further delimits the establishment of systems. Illinois and New York also require conformance with population and area criteria: Illinois requires that a system serve at least 150,000 inhabitants or an area of not less than 4,000 square miles, and New York requires a minimum population served of 200,000 or 4,000 square miles. The New York law does, however, provide for provisional approval of systems serving a minimum of 50,000 persons including an area consisting of three or more political subdivisions on submission and approval of a five-year plan for the satisfactory expansion of service. Illinois law also contains a similar provision. Library systems in Michigan must serve a population of at least 100,000 or a population of at least 50,000 if the area served has a population of 35 persons or less per square mile.

Ohio and Oklahoma have legislated multi-county library systems, with the requirement that systems include two or more counties. Legislation of these states contains no additional population or geographic criteria. Wisconsin has also legislated county-based systems, but provides for consolidated systems serving a single county and federated or cooperative systems serving one or more counties. Unlike Ohio and Oklahoma, the Wisconsin law specifies additional standards for library systems including: a population served of 85,000 or more (with provisions for temporary certification of systems with a population served of 80,000 according to the 1970 U.S. Census); the participation of one public library in a city of greater than 30,000 population (or for existing multi-jurisdictional systems covering at least 3,500 square miles and meeting all other requirements, access by contract to such a library); and the ability of each county to meet standards of financial support set by the Division for Library Services.

The Colorado law simply defines regional library service system as "...an organization of publicly supported libraries established to provide cooperative interlibrary services within a designated geographical area." The procedure by which geographical areas are designated, however, is not specified.

Administrative Definition of Library Systems

The laws of three states--Massachusetts, New Hampshire, and Pennsylvania--provide for administrative determination of library systems. Massachusetts, for example, has vested responsibility for the establishment of regional public library systems in the Board of Library Commissioners, with the proviso that the number of systems established by the Board not exceed five. Legislation enacted by New Hampshire divides the state into four library districts for the purpose of establishing a "state-wide system of cooperative library service," but authorizes the State Library Commission to fix geographic boundaries and to designate additional districts. The State Librarian of Pennsylvania, with the approval of the Advisory Council on Library Development, is empowered by law to designate up to 30 libraries as District Library Centers, and, by implication, establish district boundaries.

Participation by Libraries: Eligible Libraries and Library Classifications

Among the 11 states, eligibility for participation as members is generally limited to public libraries. Several states, however, provide for the participation of school, academic, private, and special libraries through contractual agreements with the governing bodies of the library systems. Others involve non-public libraries by special designation. The legislation of two states provides for direct participation by school, academic, and private libraries. The majority of the legislation does not detail the conditions under which such libraries may participate in system operations.

Participation of Libraries in Systems

Legislation of only two of the states contains specific provisions allowing school, academic, and special libraries to elect to participate in library systems: Colorado and New Hampshire. Four others (Illinois, Michigan, Ohio, and Wisconsin) provide for the participation of non-public libraries by granting the systems' governing bodies the authority to contract with other libraries, while the Pennsylvania law authorizes the designation of academic libraries as Regional Library Resource Centers or District Library Centers. Of the 11 states, Massachusetts appears to be the only state that has enacted legislation effectively limiting system participation to public libraries.

Library Classifications

Unlike Texas, statutory provisions for library systems in the states examined do not include detailed membership classifications. Moreover, where such classifications exist, they are typically functional designations. The laws of four states, for example, contain provisions for the designation of statewide resource centers or libraries. In Massachusetts, the Boston Public Library is designated as the state's reference and research library of last recourse and provides "backstop" services to a regional network of public libraries operating as Regional Reference and Research Centers through contracts with the Board of Library Commissioners. Similarly, the State Library Board of Ohio is empowered to designate, subject to the approval of the libraries' governing boards, libraries as Resource Centers for the purpose of establishing a reference and information network.

The Illinois law instructs the State Librarian to designate Research and Reference Centers including the University of Illinois

Library, Chicago Public Library, Southern Illinois University Library, and the Illinois State Library. Special collection libraries may also be so designated with the approval of their governing boards. The law establishes a committee composed of the head librarians of the four institutions listed above and the Chairman of the Advisory Committee of the Illinois State Library for the purpose of establishing long-range acquisition policies to strengthen existing collections, avoid unnecessary duplication, and determine rules and regulations under which the libraries' resources will be made available to the residents of the state.

The State Librarian of Pennsylvania is also charged with the designation of that state's Regional Library Resource Centers: the Free Library of Philadelphia, Pennsylvania State Library, Pennsylvania State University Library, and the Carnegie Library of Pittsburgh. Like Illinois, a committee of the head librarians of these libraries, chaired in Pennsylvania by the State Librarian, is charged with the responsibility to plan the acquisition of major research collections and then make rules and regulations for their accessibility on a statewide basis. District Library Centers, which may include local, state, and public or private college and university libraries, are also designated by the State Librarian with the approval of the Advisory Council on Library Development. The District Library Centers are authorized to contract with cities, boroughs, towns, townships, school districts, county and local libraries for the provision of library services, and also to provide direct library services to persons residing in the district, and supplemental library services to local libraries within the district.

Of the states examined, New Hampshire comes closest to legislating classifications for system-participants. The New Hampshire law provides for Affiliated Libraries and Service Center Libraries. Affiliated Libraries are simply system members. Service Center Libraries are system members approved by the system's advisory council and the State Library Commission (on the basis of state standards) for the purpose of providing improved book collections and other library services for neighboring communities.

The legislation of New York and Wisconsin (New York by implication and Wisconsin specifically) provide for the designation of headquarters libraries. Four states--California, Colorado, Michigan, and Oklahoma--make no reference to classification of libraries in their laws.

Establishment of Library Systems

The legal provisions for establishment of library systems in states in which the systems are not administratively defined vary somewhat, but also exhibit a considerable degree of commonality. Typically, all states require two primary actions: (1) joint approval of the formation of the system by the governing authorities of participating libraries, and (2) submission and approval of a plan of service by the state. The procedures for the establishment of library systems in those states which have enacted comparatively detailed legal provisions for this purpose are outlined below.

California

California legislation links the formation of library systems to the grant application process. Single-library and consolidated library systems are required to submit grant applications to the State Librarian, accompanied by a plan of service approved by official resolution of the governing body (city council, county board, or governing board of a library district). Cooperative library systems are also required to include in the plan of service the designation of an executive committee appointed by the governing bodies of participating libraries.

The plans of service are then submitted to the State Board of Education which has 30 days to submit written comments. If the State Librarian approves a plan of service, a contract must be executed between the State Librarian and the system's governing body specifying services to be rendered.

Illinois

Establishment of a library system in Illinois requires the formal approval of the boards of directors of all participating libraries, followed by election of a system board of directors. An application is then submitted to the State Librarian together with a plan of service for approval.

New York

The Commissioner of Education is charged with approving the plans of service submitted by the boards of trustees of New York's library systems. The state law contains the proviso that no plan of service will be approved that does not provide for the loan of books and materials among participating libraries for use on the same basis permitted by the library that owns or controls the books or materials.

Ohio

As in the preceding states, Ohio law also requires that establishment of a library system include approval by the boards of trustees of participating libraries, followed by submission of an application and plan of service to the State Library Board. Subject to rules and regulations established by the state board, which require system governance by a board of trustees, the application must include the number of trustees, the manner of selection, the term of office, and provisions for filling vacancies as determined by the governing boards of participating libraries.

Oklahoma

Creation of Oklahoma's county-based library systems requires approval by ordinance or resolution (or alternatively by general election upon petition of not less than ten percent of qualified electors to the Board of County Commissioners of each county) by the Boards of County Commissioners and by the governing bodies of all cities or towns of 2,000 or more (or county seat if not cities of 2,000 population) within the proposed district specifying: 1) the type of system to be created, 2) the district to be served, 3) the organization of the system governing board, and 4) provisions for system financing. The resolution or ordinance constitutes the system's application for accreditation by the Oklahoma Department of Libraries Board.

Wisconsin

Wisconsin legislation authorizes the establishment of county library planning committees appointed by county boards, or the performance of planning functions by existing library boards where they coordinate or administer all county library services. These committees are empowered to prepare plans for county or multi-county public library systems. The committees' final reports including plans for initial and long-range services and copies of written agreements among participating libraries constitute the application submitted to the Division for Library Services for approval. Plans for multi-county systems must include a method for allocating system board membership among library representatives and public members.

Administration of Library Systems at the System Level

The majority of states have provided for boards or councils, representative of the systems' membership, to govern system operations within the framework of rules and regulations established by statute or directive of the state authority designated responsibility for library systems. Eight states have established such bodies by legislation, while the laws of three states (California, New York, and Pennsylvania) are somewhat vague in this regard. California's law, for example, requires that the plan of service submitted by a cooperative system include designation of an "executive committee" appointed by the governing bodies of participating libraries, but does not specify the organizational structure or the powers vested in that body. The legislation of the State of New York contains references to a system "board of trustees," but also fails to define its composition, organization, or powers. Although Pennsylvania statutes contain no direct reference to a system board or similar organization, they do require, as a prerequisite to state aid, that the local library board commit the library to participation in the District Library Center Cooperative Program including attendance at district meetings, use of interlibrary loan and interlibrary reference services. Of the remaining eight states, two have established advisory councils, while six have legislated some form of governing board.

Advisory Councils

Legislation dealing with library systems in Massachusetts and New Hampshire places major responsibility for systems at the state level. Both states provide for the administrative determination of systems as discussed previously, and have wide latitude for the administrative direction of system operations. Consistent with the relative balance of state-local authority for library systems as defined by law, both have created advisory councils at the system level.

Massachusetts. For each of the regional public library systems established by the Board of Library Commissioners of Massachusetts, the law requires that the board also establish an advisory council consisting of the chief librarian or one trustee designated by the board of trustees of each city or town in the regional area. Although the law contains no specific provisions defining the scope of authority of the advisory councils, the statement that the "... advisory councils shall make suggestions and recommendations to the board of library commissioners...." concerning the systems would seem to indicate their role to be advisory rather than administrative.

New Hampshire. The advisory councils established by law in New Hampshire consist of one representative of each member library elected by the board of trustees of each library. Representatives may be a librarian, member of the board of trustees, or any other person designated by the local board, and serve terms of three years. Defined as policy-making bodies, the advisory councils are delegated responsibility for developing a program of services, providing liaison among member libraries and the state commission, and to make recommendations to the state commission concerning qualifying standards for state aid, new services, and location of service center libraries. The state library commission, however, is charged with the provision of centralized library services including centralized purchasing and processing, "... and such other services which in the opinion of the state library commission can be performed more economically by the state than by the district or affiliated libraries." Staff, to provide "... professional leadership for the district...", is employed by the state library commission.

Governing Boards

Six states have legislated some type of governing board with the responsibility for administration of library systems at the system level. In fact, the administrative perogatives of all of these bodies are circumscribed to a certain degree by the legislation, particularly with respect to the scope and areas of authority delegated the state. However, they are generally given broad powers to direct, administer, and govern the system operations of the libraries they represent. The formation of governing boards, their membership, number, organization, and manner of selection, has been treated legislatively in one of two ways. The first is through the definition of relatively detailed guidelines largely defining the boards' composition, selection, and organization. Other states have enacted legislation requiring conformance with broad standards while allowing considerable discretion of participating libraries in organizing for system governance.

The legislation of Oklahoma and Wisconsin illustrates the first approach.

Oklahoma. Oklahoma law establishes a system board of trustees and requires that the board's membership include at least five members comprised of one member from each county (to be appointed by the board of county commissioners), one member from each city of 2,000 population or greater appointed by the governing body of the city, or one member appointed by the governing body of each county seat if there are no cities of at least 2,000 inhabitants. If the board's membership selected in this manner is less than five members, the additional members are selected on a proportional basis agreed to by the county governments involved. Board members serve three-year terms.

Powers and duties granted the system board include the following:

-- To adopt rules and regulations of the operation of a library system.

-- To purchase, lease, or otherwise acquire land or buildings or portions of buildings for library purposes.

-- To erect, maintain, and operate public library buildings at one or more places.

-- To acquire, by purchase or otherwise, books and other personal property customarily used in the operation of public libraries including necessary motor vehicles.

-- To administer the expenditure of any funds which may become available for library purposes.

-- To establish a schedule of fees to cover various services rendered and also to contract with other persons, including legal counsel and independent certified public or certified municipal accounting service.

-- To apply, contract for, receive and take advantage of any funds for library or library related purposes and services, to execute agreements, to employ, fix duties and compensation of personnel, and to administer and direct any programs, plans or projects in connection with any of the foregoing.

The system board is also required to appoint a librarian of the library system who shall be the administrative, executive, and supervisory officer of the library system and secretary to the system board. Candidates for the position must be a graduate of an ALA accredited library school.

Wisconsin. Like Oklahoma, Wisconsin has legislated county-based systems, requiring the establishment of governing boards, the composition of which is subject to criteria set out by law according to type of system (consolidated or federated) and number of counties included.

Single-county federated (or cooperative) systems are required by law to have a governing board of seven members appointed by the county board. Of the seven members, at least three must be voting members of library boards of participating public libraries, at least one but not more than two must be members of the county board, and at least one member must be a voting member of the library board of the system's headquarters library (Wisconsin law requires that federated systems designate one participating library as a headquarters library).

The governing boards of federated systems including two or more counties are required to have a membership of not less than 15 or more than 20 persons to be appointed by joint action of the county boards of participating counties. The law stipulates that appointments be made in proportion to population, with each county entitled to one representative to a maximum of five members (if more than five counties are included in the system, county representation is by rotating membership), one member of the library board of the system's headquarters library, and the remaining membership composed of members of the library boards of participating libraries and public members appointed at large as the county boards determine.

Consolidated (single-county, merged) systems are required to establish governing boards subject to the same criteria as single-county federated systems with the exception of the requirement for designation and representation of a headquarters library. The governing boards of consolidated systems are agencies of the county as are governing boards in single-county federated systems. A governing board of a multi-county federated system is a joint agency, but constitutes a a separate legal entity for the following purposes: custody and control of all system funds, to hold title and dispose of property, to construct, enlarge, and improve buildings, to make contracts, and to sue and be sued.

Federated public library system boards are granted the powers of a public library board under Wisconsin law with respect to system-wide functions and services. Responsibility for the administration of a public library system is vested in a head librarian appointed by and directly responsible to the governing board. In contrast to the legislation of Oklahoma and Wisconsin, the laws of Illinois, Ohio, and Michigan permit a greater degree of flexibility among system members in structuring system governing bodies.

Illinois. Cooperative and consolidated library systems in Illinois are required by law to establish boards of directors. Comparatively few restrictions are placed on the formation of the boards, however. The boards of directors are required to have a membership of from 5 to 15 persons, and are limited to a tenure of six years. The number of directors, manner of selection, term of office, and provision for filling vacancies are determined by action of the governing boards of participating libraries at a joint meeting. Board membership is limited to members of the governing boards of participating libraries.

The boards of directors are given the following powers:

- To develop a plan of service for the library system.
- To have exclusive control of the expenditure of all moneys and funds held in the name of the library system.
- To purchase or lease ground and to construct, purchase or lease a building or buildings for the use of the library system, including the power to lease personal or real property (subject to limitations on indebtedness).
- To appoint and remove a librarian and necessary assistants, to fix their compensation, and to retain professional consultants.
- To contract with library boards, school boards, or any other library system in the state and to contract for participation in interstate library compacts for furnishing or receiving library service.
- To amend or alter the system plan of service subject to approval by the state librarian.
- To accrue and accumulate funds in special reserve funds pursuant to the provisions of a plan to acquire realty, improved or unimproved, for library system purposes.
- To be a body politic and corporate, to contract and hold title to property, to sue and be sued, and to take any action authorized by law.
- To contract with other library systems for centralized purchasing and processing of library materials for public libraries.

Ohio. Ohio law calls for the establishment of boards of trustees to govern the state's area library service organizations. Provisions of the law dealing with formation of the boards are quite similar to those enacted by Illinois. The boards of trustees are required to have at least 7 and no more than 15 members selected from the boards of trustees of participating libraries. The number of trustees, the manner of selection, the term of office, and the provision for filling vacancies are left to the determination of the governing boards of participating libraries, although these must be included in the application for establishment of the system, and as such are apparently subject to the approval of the state library board.

The powers of the board of trustees of each area library service organization are enumerated as follows:

- To develop plans of service and operation for the area library service organization.
- Receive grants, payments, bequests and gifts and have exclusive control of the expenditure of all moneys held in the name of the area library service organization.
- Expend such funds for library purposes.
- Make bylaws, rules, and regulations for the operation and governance of the area library service organization.
- Purchase or lease vehicles and other personal property for the operation of the organization.
- Purchase, erect, lease, or lease with an option to purchase, appropriate buildings or parts of buildings for use of the organization.
- Hold title to and have custody of all property, both real and personal, of the organization.
- Appoint and fix the compensation of a director and necessary assistants who shall have the same employment status as employees of public libraries.
- Elect and fix the compensation of a clerk and deputy clerk who shall serve for a term of one year.
- Enter into contracts with the board of library trustees of any library organized under (specified sections of) the Revised Code, the state library board, the board of county commissioners of any county, the board of education of any school district, the legislative authority of any municipal corporation, boards of township trustees, colleges, universities, or public or private agencies and corporations.

Under Ohio law, the clerk elected by the board of trustees serves as treasurer, performing required accounting and financial reporting functions. Both the clerk and deputy clerk are required to execute surety bonds in an amount determined by the board.

Michigan. Michigan has also legislated boards as governing bodies of library systems. Legal requirements related to the composition of the boards are limited to their size (8 members) and that the members be "representative of the area" served by the system.

Federated or cooperative systems are given the option of electing a system board or designating the board of one of the participating libraries as the system board. The local boards of single-library or consolidated systems function as system boards. If a plan of service provides for the election of a system board, the state board for libraries notifies each local board member of the participating libraries of the meeting, and designates a person to call the meeting to order. Board members are then elected according to the method proposed in the plan of service.

System boards in Michigan are granted the following powers:

-- Be a corporate body and a juristic entity.

-- Establish, maintain and operate cooperative services for the public libraries in the area served.

-- Appoint a director to administer the system, fix his compensation, and delegate such powers to the director as it deems to be in the best interest of the system, including the power to hire necessary employees.

-- Purchase books, periodicals, library materials, equipment and supplies for the system.

-- Purchase sites, erect buildings, and lease suitable quarters, and have supervision and control of property of the system.

-- Enter into contracts to receive service from or give service to libraries in the state including public, school, academic, or special, county library boards, and political subdivisions of the state.

-- Have exclusive control of the expenditure of all system moneys.

-- Receive and accept gifts and donations made to the system.

-- Make such bylaws and rules necessary for governance of the system not inconsistent with the act.

Colorado. The recently enacted Colorado law dealing with regional library service systems requires that the organizational structure of each system include a governing board. Specific requirements related to the boards' composition and establishment are not stated in the law other than that the organizational structure of each system must be approved by the state board of education. The governing boards are given the right to exercise all powers vested in a public library board with the exception that the boards are not empowered to hold or acquire title to land or buildings.

Legal Provisions for State Funding of Library Systems

All of the legislation examined contains specific provisions for state aid to library systems with the exceptions of Colorado and Oklahoma. The Colorado law contains no provisions related to funding of system operations, while the Oklahoma law provides only for grant funds available to the systems for interim financing of services until local tax levies for system funding are approved.

The purpose of this section is briefly to describe standards set forth in the legislation as requirements for state aid, the various types of aid made available to systems, and the formulae used in the distribution of funds. Only those provisions related to the financial support of systems in other states corresponding to the Texas model--cooperative or federated systems--are examined; however, funding arrangements for statewide resource libraries are also presented as such designation represents an organizational alternative for the Texas System.

California

Grant Categories: (1) Establishment grants
(2) Annual per-capita grants

Qualification Requirements:

a) The system must provide equal access to all participating libraries and to all residents of the area served by the system (agreements, reimbursement, or individual user charges to correct service imbalances are permitted among participating libraries).

b) The system must provide for the annual addition of 4,000 new book titles if the system population is less than 75 persons per square mile; 7,000 new book titles if the system population is greater than 75 persons per square mile.

c) Have available in a system with a population of less than 75 persons per square mile 100,000 volumes of which 40,000 have been acquired within the preceding ten years; in a system with a population of greater than 75 persons per square mile, 200,000 volumes, 60,000 to have been acquired within the preceding ten years.

d) Have available at least 7,500 reference book titles in the system's non-circulating collection.

e) Have acquired, in systems with a population of less than 75 persons per square mile, subscriptions to 400 periodicals, one-half of such periodicals being on microfilm or in back files for the past ten years; subscriptions to 700 periodicals with three-fourths on file for the past ten years in systems with a population greater than 75 persons per square mile.

f) Have expended local funds, excluding capital expenditures, in the year preceding the application, and budgeted local funds for the period of the grant equal to a minimum of: (1) the equivalent of a tax rate of $.15 on each $100 of the total assessed valuation of the area served by each library in the library system, or (2) $2.50 annually per capita in the area served by each library in the system, whichever is less.

g) Not expend less funds per capita from local sources for operating expenditures than it did during the preceding year.

Additionally, systems are required to execute contracts for grants with the state librarian. Provisions of the contract include the following specifications: the agency or agencies to which payment is to be made, and the purposes for which grants are to be expended; that payment is conditioned upon receipt by the board of any progress report by the system, if it is one which has been requested for submission by the date of payment by the state librarian; and that the grant can be expended only in augmentation, and not in lieu of, local appropriations.

Allocation Formulae:

a) Establishment grants: establishment grants in the annual maximum amount of $10,000 (for a two-year period) are made for the system:

    (1) for the library of each public agency which joins with one or more public agencies in forming a library system.

    (2) for the library of each public agency which joins an established system.

(3) for each library which is established in a previously unserved area which qualifies as part of a system for the purpose of receiving state aid.

b) Annual per-capita grants. California law provides a relatively complex formula for the determination of annual per-capita grants based on a number of factors including equalized assessed valuation of the system areas, assessed valuation per capita, and population per square mile, arriving at basic and supplementary weighted population values which are the primary allocation factor.

Illinois

Grant Categories:
(1) Annual equalization grants
(2) Establishment grants
(3) Annual per capita and area grants
(4) Annual grants to Research and Reference Centers

Qualification Requirements:

Upon application to the state librarian. Specific prior requirements for receipt of grant funds are not specified in the law.

Allocation Formulae:

a) Equalization grants: made to all public libraries for which the corporate authorities levy a tax for library purposes at a rate not less than .06% of the assessed equalized value of all taxable property. If the amount of revenue obtained is less than $1.50 per capita, the state librarian is authorized to make an equalization grant equivalent to the difference between actual revenue and $1.50 per capita. Continuation of the grant requires the library to become a member of a library system within two years and to maintain its tax levy at or above the level at the time the original application is approved.

b) Establishment grants: upon approval of a library system by the state librarian one establishment grant may be made in the amount of $25,000 to a system serving one county in whole or part. For each additional county served in whole or part, as it joins a system, an additional grant of $15,000 is authorized.

c) Annual per capita and area grants: to each system approved by the state librarian on the following basis:

(1) the sum of 50 cents per capita of the population of the area served, plus

(2) the sum of $18 per square mile or fraction thereof of the area served.

d) Annual grants to Research and Reference Centers: the committee composed of the head librarians of these institutions makes recommendations to the state librarian for the allocation of funds appropriated by the Illinois General Assembly for this specific purpose.

Massachusetts

Grant Categories:

Two types of grants are established by law: grants to individual libraries and grants to regional public library systems.

Qualification Requirements:

To be eligible for state aid, a regional public library system must provide service under a plan approved by the board of library commissioners. Apparently such approval would be predicated in part on the requirements for state aid of individual libraries, although not so specified in the law. These requirements are as follows:

(1) be open to all residents of the commonwealth.

(2) make no charge for normal library services.

(3) be kept open a minimum number of hours per week.

(4) employ a trained library worker.

(5) expend a reasonable portion of the library's total budget for books and periodicals.

(6) lend books to other libraries in the commonwealth and extend privileges to the holders of cards issued by other public libraries in the commonwealth on a reciprocal basis.

Allocation Formulae:

In addition to state aid to systems authorized by law, libraries designated by the board of library commissioners as regional reference and research centers are eligible for cost reimbursement for reference and research books, periodicals and other library materials, and personnel employed in such reference and research service. System funding is according to the following schedule of amounts per capita of served population per square mile of area served:

Over 1,000 population	40 cents per capita
750-999 population	40 cents per capita
500-749 population	50 cents per capita
Under 500 population	50 cents per capita

The law also provides that the Boston Public Library, as the library of last recourse for reference and research services, shall receive $ .025 per annum for each resident in the commonwealth.

Michigan

Grant Categories:

Two types of grants are provided by law: aid to library systems based upon population density; and aid to individual libraries.

Qualification Requirements:

a) The system must conform to certification requirements for personnel established by the state board for libraries.

b) Individual system members must receive local support equal to not less than 3/10 mill on the state equalized valuation of its governmental unit or units (failure to do so results in revocation of membership).

c) The system must require annual system contributions by member libraries, in an amount not less than the amount per capita received in system aid from the state, but not less than 10 cents per capita if system aid is in excess of 10 cents per capita. (The system board, if authorized by a majority of the local boards, may require that member libraries reach a higher level of local support then that stated in "b" above.)

d) Operate under an approved plan of service including certification that the library services of the system, and its member libraries, are available at reasonable times on an equal basis within the area served to both public and nonpublic school libraries and to to all school children in attendance at public and nonpublic schools.

Allocation Formulae:

a) Grants to individual libraries: any public library is eligible for an annual grant of 5 cents per capita if in the preceding year the library received local support amounting to 3/10 mill and met minimum standards.

b) Library system grants: to each system in an amount per capita of its served population, based on the average density of population per square mile of the area served, according to the following schedule:

Population Per Square Mile	Grants Per Capita
Over 35	30 cents
26-35	40 cents
16-25	50 cents
Under 16	60 cents

New Hampshire

Grant Categories: (1) State aid to affiliated libraries
(2) State aid to service center libraries

Qualification Requirements:

The law provides for the establishment of minimum qualifications for state aid by the state library commission. Certain requirements for service center libraries are specified, and are included in the discussion below.

Allocation Formulae:

a) State aid to affiliated libraries: $100 annual grant for the purpose of improving the library's reference collection; plus additional annual aid in the form of dollar-for-dollar matching grants to be used for the purchase of books and related materials.

b) State aid to service center libraries: allocated on a population served basis (not specified). Grants are limited to a maximum annual amount of $500. The library must agree to match the grant dollar-for-dollar for book expenditures and will be expected to participate in the development program, to issue and honor borrowers' cards valid statewide, to maintain its book budget at or above the level existing when it joined the plan, and to demonstrate its ability to provide adequate library service.

New York

Grant Categories:

The legislation provides for two basic types of system grants: grants designed to strengthen the systems' central libraries, and annual grants allocated on the basis of multiple criteria.

Qualification Requirements:

To be eligible for state aid, the system must be operating under an approved plan of service. No other specific requirements for state aid are stated in the law, although there are provisions for the reduction of the amount of state aid if local support of a system, participating libraries, or central library falls below specified levels.

Allocation Formulae:

a) Aid to central libraries: a library system operating under a plan of service approved subsequent to May 1, 1958, with less than 100,000 volumes in its central library may submit a plan for the acquisition of sufficient books to result in the central library of such system having a book stock of 100,000 volumes at the end of a ten-year period following the date of approval. Such system shall be entitled to receive annually for its central library four times the number of volumes the library system has acquired from its own funds exclusive of state aid. At the end of the ten-year period, or the acquisition of a book stock of 100,000 volumes, whichever occurs first, the system shall be entitled to receive annually four-times the number of volumes the library has acquired from its own funds exclusive of state aid, not to exceed an entitlement of 3,000 volumes annually. Upon approval of a plan for the further development of its central library, the system shall be entitled to receive the sum of five cents per capita of population of the area served by the system or $15,000, whichever is greater.

b) Annual grants: calculated on the following basis:

    (1) $10,000 if the system serves less than one county.

    (2) $15,000 if the system serves one entire county.

    (3) $20,000 (changed in 1973 to $23,000), if the system serves more than one county, for each entire county served and an additional $10,000 for any portion of a county served. Where more than one system serves a county, each system receives a pro rata share of an additional $10,000 based on population served.

    (4) 40 cents per capita of population of the area served.

    (5) an amount equal to the amount by which expenditures by the library system for books, periodicals and binding during the preceding

calendar year exceeds 40 cents per capita of population of the area served not to exceed an entitlement of 30 cents per capita of population served.

(6) the sum of 8 dollars per square mile of area served by the library system for one county or less, such amount to be increased by 4 dollars for each additional entire county served, not to exceed 24 dollars per square mile served. Provision for pro-rated amounts is made where two or more systems serve the same county.

Ohio

Grant Categories:
(1) Planning grants
(2) Establishment grants
(3) Essential services operations grants
(4) Reference services and interlibrary loan grants
(5) Special program grants

Qualification Requirements:

The law states that all grants shall be made under rules and regulations adopted by the state library board and under the terms of written agreements between the state library board and the recipient.

Allocation Formulae:

Not specified.

Pennsylvania

Grant Categories:

The law provides for state aid to local libraries (making participation in the District Library Center Cooperative Program a requirement for eligibility), aid to district library centers, aid to regional library resource centers, and equalization aid.

Qualification Requirements:

a) The library must be committed to participation in the District Library Center Cooperative Program by its local library board.

b) Submit to and receive approval from the state librarian of a plan for the use of the funds.

c) The library must meet applicable standards (not specified in the law) within five years from date of approval.

d) The library must receive local support equal to one-quarter mill times the market value of taxable property, as determined by the State Tax Equalization Board, in its direct service area or one dollar per capita for each person residing in its service area, whichever is less.

Allocation Formulae:

a) State aid to local libraries: allocated annually based on the following formulae:

(1) for local libraries receiving local support equal to a minimum of one-half mill or two dollars per capita, whichever is less, shall receive up to 50 cents for each one dollar expended by the local library in excess of one-half mill or two dollars per capita, whichever is less, such aid not to exceed 25 cents per capita.

(2) for local libraries qualifying for aid by receiving local support at a minimum level of one-quarter mill or one dollar per capita, in each of the succeeding five years, such libraries qualify for maximum state aid only when local financial support increases by the following scale of percentages of the difference between the level of local support with which a library qualified for state aid and local support equal to one-half mill, or two dollars per capita, whichever is less:

1st succeeding year - 20 percent
2nd succeeding year - 40 percent
3rd succeeding year - 60 percent
4th succeeding year - 80 percent
5th succeeding year -100 percent

After the fifth succeeding year, a local library is not eligible for further state aid unless local support is at a level equal to one-half mill, or two dollars per capita, whichever is less. Failure to conform to the schedule above results in a reduction of aid entitlements according to a formula.

(3) for county libraries, the amount of state aid is determined by a percentage schedule (by classification of county) applied to county library appropriations up to a maximum state

aid entitlement of $8,000 annually. County libraries may also apply for additional state aid under the preceding sections.

(4) for county libraries merged or operating in conjunction with another local library, a more complicated formula applies.

b) State aid to district library centers: libraries designated by the state librarian as a district library center are entitled to an additional amount of state aid not to exceed 25 cents for each person residing in the district. Any state college library, the Pennsylvania State University Library, and any privately supported college or university library so designated shall receive state aid in an amount not to exceed 12.5 cents for each person residing in the district.

c) State aid to regional library resource centers: a library so designated by the state librarian shall be eligible to receive an additional amount of state aid not to exceed $100,000 annually.

d) Equalization aid: a library qualifying for state aid with local support equal to less than $1.25 per capita is eligible for state aid in an amount equal to the difference between the per capita value of one-half mill times the market value of taxable property in the area served and $1.25 per capita.

Wisconsin

Grant Categories: No categorical grants.

Qualification Requirements:

The municipalities within the system are required to have provided financial or other equivalent support for public library service during the preceding year in an amount which, when added to the state aid for which the system will be eligible, is adequate for the support and maintenance of public library service in accordance with standards set by the Division for Library Services (not specified); such support to be at a level not lower than the average of the previous three years.

Allocation Formulae:

The amount of state aid to each system is the total of the following:

a) 50 cents for each person residing in the area.

b) for each square mile of territory within a system,
$6 in a single-county system,
$9 in a two-county system,
$12 in a three-county system,
$15 in a four-county system, and
$18 in a system containing five or more counties.

c) an amount equal to 7 percent of the total operating expenditures for public library services in territory within the system from local and county sources in the preceding year.

Provisions for Withdrawal of Libraries from Systems

Advance notification of the intention to withdraw from a system is required by the majority of systems, but specific statutory provisions for withdrawal are found in the legislation of only four of the states examined. Such procedures may also be stipulated in state rules and regulations or in the bylaws of individual systems through action of the system's governing body. Sufficient advance notification of withdrawal facilitates system planning and administration at both the state and system level.

California, Massachusetts, New Hampshire, New York, and Pennsylvania laws contain no withdrawal provisions. In Oklahoma, the organization of library systems based on political subdivisions (counties) does not allow withdrawal by a single library, but the state's legislation provides for the termination (in effect, withdrawal) of one county's participation from a multi-county system through a majority vote of the qualified voters residing in the county. Colorado law states only that before withdrawing from a system a library is required to fulfill all outstanding obligations for that fiscal year.

Withdrawal of a library from system participation in Illinois requires the submission of an application to the system board and state librarian on or before April 1, to become effective on or before June 30 of the following year. Michigan requires that a notice be filed with the system board and the state board for libraries at least six months prior to the beginning of the system's fiscal year. Ohio law permits a participating library to withdraw on July 1 of any year, providing that notice of intent to withdraw is given at least 18 months prior to that date. Like Michigan, Wisconsin also requires six months' advance notification, but prohibits withdrawal from system participation during the three-year period following the date of affiliation with a public library system.

Conclusions

The preceding analysis of legislation on which the library systems of eleven states are based, indicates a wide range of approaches to implementation of the systems concept. The legislation itself is noteworthy in that some states have enacted a detailed body of law related to library systems, while others have established systems by legislation, providing for the formulation of specific rules and regulations pertaining to system administration and governance by designated authorities.

Although there is a wide variation in philosophy and substance apparent in the legislation examined, several features of the legislation deserve reemphasis for consideration by the State Library and library community of Texas:

- -- System boards are the most common form of governance at the system level.
- -- Ultimate responsibility for system operations is vested in a state authority with the power to approve or disapprove plans of service.
- -- All of the states examined that provide for the establishment of system boards allow a degree of local flexibility in determining the organization of the boards.
- -- Powers and duties of system boards vary by state, but generally are the same as those granted public library boards although restricted to system affairs.
- -- System administration is generally delegated to a professional staff appointed by system boards.
- -- A number of states have designated major libraries as statewide resource centers. The role and conditions of participation of libraries so designated are generally determined in conjunction with the libraries' administrators, and separate funds are appropriated for reimbursement of services performed.
- -- Funding formulae typically include factors designed to take into account area and population density.
- -- Provisions under which a library may withdraw from system participation require advance notification.

Sources: Legislation of the following states was taken from: American Library Laws, 4th edition, Alex J. D. Ladenson, editor, Chicago, American Library Association, 1973; numbers refer to pages: California 294-300; Illinois 552-558; Massachusetts 921-923; Michigan 950-957; New Hampshire 1227-1231; New York 1321-1328; Ohio 1440-1441; Oklahoma 1453-1459; Pennsylvania 1542-1552; Wisconsin 1874-1880. Colorado legislation was taken from: Colorado State Library Newsletter, Denver, Colorado State Library, August, 1975, p. 2.

IV. CONTRACTING PATTERNS AND USES IN LIBRARY SYSTEMS

Cooperation among independent governmental agencies has become more and more attractive as a way to accomplish objectives with economy and effectiveness. Intergovernmental contracting is a means for facilitating the organization and operation of cooperative endeavor. Simple and direct, such contracting procedure preserves the status of local governments while enlarging their capacity for performance. The method, already widely used, is increasingly employed in most states, including Texas, partly through enlarged statutory authority and partly through administrative encouragement. The following discussion relates to the potential of contracting procedures for organizing and operating cooperative library systems in Texas.

Interlocal Contracting in Texas

A statewide survey of interlocal contracting in Texas in 1972 revealed that 53 percent of 490 cities and 68 percent of 133 counties answering a questionnaire were contracting with one another to perform a service or function.[1] Approximately half of these were formal written contracts. About two-thirds provided for a service by one local government to another at a stated price. The other third were joint-enterprise agreements under which the governments shared in the benefits.[2] Among the cities and counties participating in the survey, a total of 1,020 interlocal contracts were identified.

Types of services and functions contracted. The variety of purposes of interlocal contracts in Texas in 1972 was quite varied, and included building plans examination, computer programing, crime laboratory examination, water supply, fire services, sewage treatment, tax assessment and collection, police services, solid waste disposal, library services, health, hospital, welfare, parks, recreation, housing, transportation, public works, and purchasing. Library services ranked seventh in number of such contracts reported, with 42 cities and 23 counties contracting therefor. These included library mergers and joint library facilities and services.[3]

The use of interlocal contracting appears to be increasing substantially. The councils of government, of which there are 24 in Texas, are known to utilize this method widely in accomplishing their primary objective of local cooperation in planning and delivery of services. The State Department of Community Affairs also encourages cooperation among local governments, as does the State Division of Planning Coordination.

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[1] David W. Tees and Jay G. Stanford. Handbook for Interlocal Contracting in Texas. Institute of Urban Studies, University of Texas at Arlington, November 1972.

[2] Ibid, p. 1.

[3] Ibid, pp. 1, 2, 3.

State-Local Contracting in Texas

The contracting method also is quite common between state agencies and local governments. Virtually every division of state government dealing cooperatively with local governments utilizes the method. The State Library was no exception as it began to implement the Library Services Act of 1969. Contracts are the basis on which this shared program has been conducted by the State Library and Major Resource Centers. Numerous special-purpose library projects also have been carried out under state-local contracts.

Intergovernmental Contracting in Other States for Library Services

Organization by interlocal contracts has been the most important means for establishing and operating the larger cooperative library systems in the nation. In 1967 almost 40 percent of the systems, based on a survey of that date, were formed on that basis. These tended to be larger systems, most of the other systems being smaller and of the type where one or more libraries had given up their independent status. Of the systems comprised of independent libraries, over 90 percent had a central board with jurisdiction over system services. The remainder cooperated without a system governing board.[4]

One system, the Pioneer Library System in the State of New York, has been selected as an example of the extent to which the power and flexibility of interlocal contracting has been utilized for system formation and operation. A visit was made as a part of this study to the Pioneer Library System, located in the area of Rochester, and information also was obtained from published sources. That system comprises the libraries of five counties, one of which is Monroe County, in which Rochester is located, and four rural counties. There is no system director, nor a governing board. Even the name, Pioneer Library System, was created for convenience rather than legal necessity. Three county system directors, that of Monroe (also director of the Rochester Public Library) and one for each two of the rural libraries, meet as directors of five county systems to agree on the program of the Pioneer System. The arrangement was operated in such a manner that until risk of a reduced state allocation occurred recently, the Pioneer System as such did not even receive aid directly from the State of New York. Previously the checks had been sent to each of the subsystems, from which the funds flowed into the service arrangements provided in the interlocal contracts of the Pioneer System. The director of the Rochester Public Library is credited with developing these arrangements upon which extensive system services have been developed. A veritable network of contracts, involving complex budgeting arrangements, intricate financial flows, and interwoven program operations have evolved to the satisfaction of those concerned. Clearly, the particular arrangement would not work everywhere, perhaps nowhere except in the Pioneer Library System. The significant aspect is the tremendous versatility of interlocal contracting in its application under widely varying circumstances.

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[4] Nelson Associates. Public Library Systems in the United States. American Library Association, Chicago, 1969, pp. 30-31.

In addition to the ubiquitous interlocal contracting authority in the various states, legislation also frequently underwrites the power of systems themselves to enter into intergovernmental contracts. In Michigan, library systems may contract with school, academic, public, and special libraries. In California special mention is made of agreements between libraries for reimbursement of inbalances in system services. In Illinois system boards may contract with public, school or any other library system or enter into interstate library compacts. In Ohio the system boards may contract with state, school, academic, or any public or private library. In fact, the contracting authority generally of libraries, library systems, and state libraries agencies is broad and powerful in many, if not most, states, and the newer legislation may be seen often to insure or reinforce this means of doing business.

Texas Statutes for Interlocal Contracting

The law of the State of Texas is full of examples of authorization for interlocal contracting. In the library area there are some especially well-known authorizations. These include Articles 1690 through 1695, V.A.C.S., which (1) provides that a city or town may become part of a county library system, (2) permit a county and city to contract to provide free county library services to the city's residents, (3) authorizes a county to provide library services to another county, (4) enables a county to contract for library services from a city, and (5) empowers two or more counties jointly to operate a library system. Actually, the number of contracts between libraries in Texas, regardless of whether academic, school, public or special, formal and informal, either on a continuing basis or as solitary examples, have undoubtedly run into thousands over the years. Obviously, most would have been informal and related to a specific, one-time library service.

The Interlocal Cooperation Act

In 1971 the Texas Legislature adopted the Interlocal Cooperation Act, which gives broad authority to the local governments of Texas--cities, counties, school districts, and other local governmental units--to cooperate for their mutual benefit. It was the first general enabling legislation for local governments and supplements broadly the scores of separate statutes addressed to specific purposes. A copy of the Act is included herein as Appendix C.

The Interlocal Cooperation Act is eminently suitable to libraries for arranging cooperative endeavors. In fact, "library services" are mentioned in Sec. 3(2) as an illustration of one of the intended public services to be facilitated by the Act.

Sec. 4(d) provides that under such a contract an administrative agency (e.g. a library system headquarters) may be created, or an existing political subdivision (e.g. city or county with a library) designated to supervise performance under the contract, employ personnel, and engage in other necessary administrative action.

The contracting local governments are authorized under Sec. 4(e) to contract with the State (e.g. the State Library). This, of course, is the primary procedure now employed in Texas under the Library Systems Act of 1969.

In short, the simplicity of organizing and carrying out cooperative programs through contract is outstanding. To create a library system, the process can be initiated by concluding a contract between two or more local governments in which is provided a means for others to become a party. Other libraries through action of their governing authorities, may then join. This is simpler than attempting to get dozens of signatures on the first document.[5] The character of the library system, its objectives, and necessary organizational relationships may be incorporated in the contract. A means of contract amendment may be included, and the Act provides that the contract may be made renewable annually if desired.

Conclusion: Interlocal and intergovernmental contracting is a primary means for establishing and operating cooperative library systems among independent libraries in the United States. The governing authorities of libraries in Texas have wide authority for such contracting in order to create and operate cooperative systems, locally and in cooperation with the State. The method is simple, effective, viable, leaving the essential structure and authority of the various governing authorities undisturbed, while enhancing their capacity to respond to the library needs of their patrons.

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[5] This procedure was discussed with Attorney Stanley E. Wilkes, former city attorney of Arlington, Texas, and coauthor with David W. Tees of Practicioner's Guide to Interlocal Cooperation, Institute of Urban Studies, University of Texas at Arlington, Arlington, July 1975.

V. COMPARATIVE INTERGOVERNMENTAL ORGANIZATIONS IN TEXAS

As an alternative to interlocal contracting as a means to establish and operate cooperative endeavors, a basic "charter" may be provided by state legislation. When this is done, the law usually specifies the objectives of cooperation, organizations that can participate, methods of creating and organizing the cooperative effort, powers and duties, funding, addition of and withdrawal of participants, and dissolution of the endeavor.

Enabling legislation of this type may be quite detailed, leaving little for participants to do except to comply with the procedure set forth and observe any limitations established in the law. In this case the discretion of cooperating agencies is quite limited, and adaptation to changing conditions often requires amendment of the legislation, which is precisely the process being contemplated by this study.

On the other hand, the enabling legislation may be broad, leaving many elements open to decision by the cooperating parties. In other words, interorganizational contracts frequently supplement enabling legislation.

The ultimate example is general enabling legislation authorizing the agencies to do cooperatively anything within their general powers by means of interlocal contract. This procedure was discussed in the previous chapter.

Therefore, in contemplating the need for state enabling legislation, virtually the full spectrum of potential discretionary authority may be considered for inclusion or exclusion. In these circumstances the usual preference is to incorporate in the law the minimum detail believed necessary to provide for the interests of any of the parties which cannot be left or is considered inappropriate to leave to mutual agreement. In the chapter on statutory provisions for library systems we have seen a variety of detail in the enabling law for library systems. Some states adopted detailed legislation. But the majority of states have been much less specific, often leaving wide discretion to the governing authorities of libraries to organize as they wish. On the other hand, in many cases, behind the law, whether general or detailed, may lie a body of administrative rules that may be restrictive as well as facilitative. In conclusion, it is incumbent on each state to choose from the endless variety of potential legal and administrative procedures for system establishment and governance.

There are two cooperative endeavors in Texas in addition to the State Library System which merit examination for comparative purposes. These are the Regional Planning Commissions and the Education Service Centers.

Organization and Governance of Regional Planning Commissions

Regional planning commissions (more commonly termed regional councils or councils of government in Texas) are voluntary associations of local governments designed to promote intergovernmental cooperation and to strengthen the capabilities of local governments to respond in a cooperative manner to problems or programs which transcend jurisdictional boundaries. As voluntary, intergovernmental organizations, certain parallels exist between the organization and governance of regional councils and library systems, aspects of which may have applicability to alternative models for the Texas State Library System.

Enabling Legislation

Regional councils are established under the provisions of Article 1011m, V.A.C.S., which is presented in Appendix D of this report. Twenty-four state planning regions, designated by the Governor under the provisions of said article, have been delineated and form the geographical boundaries of the regional councils. Map A shows the state planning regions and regional councils established under the provisions of the law.

The law is relatively brief, granting considerable discretion to the participants to organize and manage cooperative endeavors subject to the guidelines and regulations set forth. There are nine sections in the law, which are discussed briefly below.

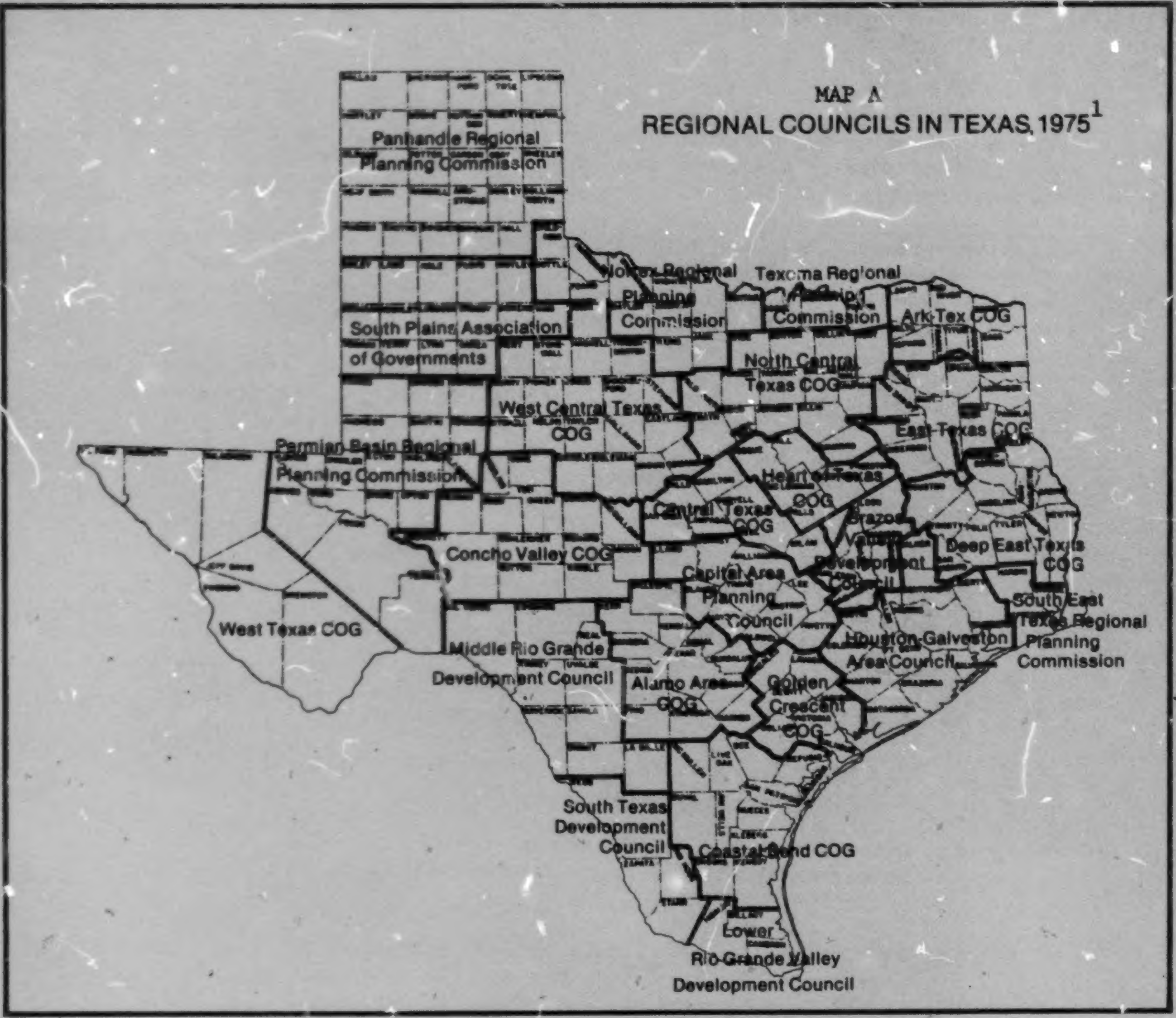
Section 1: Definitions. This section defines major terminology used in the law including: city, governmental unit, commission, region, comprehensive development planning process, and general purpose governmental unit. The last, general purpose governmental units, are defined as counties or incorporated municipalities for the purpose of governance under Section 5 of the law.

Section 2: Objectives. Purposes of the law are to encourage and permit local units of government to join and cooperate with one another to improve the health, safety and general welfare of their citizens, and to plan for their future development in such areas as transportation, health, safety, recreation, agriculture, business and industry, culture and historical preservation.

Section 3: Creation. This section authorizes creation of a regional planning commission by two or more general purpose governmental units through ordinance, resolution, rule, order, or other means to carry out the purposes of the law. The boundaries of the region must be consistent with state planning regions or subregions delineated by the governor, and are subject to review and modification at the end of each biennium.

Section 4: Powers. Regional planning commissions are designated as political subdivisions of the state with the power to make studies

MAP A
REGIONAL COUNCILS IN TEXAS, 1975[1]


Panhandle Regional Planning Commission
South Plains Association of Governments
Nortex Regional Planning Commission
Texoma Regional Planning Commission
Ark-Tex COG
North Central Texas COG
West Central Texas COG
East Texas COG
Permian Basin Regional Planning Commission
Heart of Texas COG
Central Texas COG
Brazos Valley Development Council
Deep East Texas COG
Concho Valley COG
Capital Area Planning Council
South East Texas Regional Planning Commission
West Texas COG
Middle Rio Grande Development Council
Houston-Galveston Area Council
Alamo Area COG
Golden Crescent COG
South Texas Development Council
Coastal Bend COG
Lower Rio Grande Valley Development Council

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[1] Source: Regional Councils of Governments in Texas, Texas Advisory Commission on Intergovernmental Relations, Austin, July 1975.

and plan the unified, long-range development of the area; assist local governments in effecting the plans; and contract with member governments to perform services. The commissions are also empowered to acquire and hold real or personal property; employ staff; provide retirement benefits for employees; use state employees on loan; review and comment on grant applications of governmental units within the region for state or local funds under guidelines of the governor; and receive technical information and assistance from the state.

Section 5: Operations. This section states that the cooperating governmental units may determine through joint agreement the number and qualifications of the governing body of the commission. The law requires that the governing body of each commission consist of at least 66 2/3 percent elected officials of general purpose governmental units. The joint agreement may also provide for the manner of cooperation; methods of operation; methods for employing staff; the apportionment of costs and expenses; the purchase of property and materials; and the addition of other governmental units to the cooperative arrangement.

Section 6: Funds. Commissions are prohibited from levying taxes. They are permitted, however, to apply or contract for, receive and expend any funds or grants from any participating governmental unit, the State of Texas, the federal government, or any other source. State financial assistance is also made available subject to the following qualification requirements:

a) Funds must be available annually from other than state or federal sources equal to or greater than one-half of the amount of state financial assistance for which a commission applies.

b) A commission must comply with the regulations of the agency responsible for administering the law (the Division of Planning Coordination, a division of the Governor's Office), and:

c) Offer membership to all general purpose governments included in the state planning region or subregion.

d) Be composed of two or more general purpose governments having a combined population equal to not less than 60 percent of the total population of the state planning region or subregion.

e) Encompass a geographical area that is economically and geographically interrelated and which forms a logical planning area or region including at least one full county.

f) Be engaged in a comprehensive development planning process.

Eligible commissions receive a maximum annual amount of state aid based on a formula of: $10,000 to each commission, plus $1,000 for each dues-paying county, plus ten cents per capita for all population served of dues-paying member counties and incorporated municipalities. The minimum amount of state aid for which a commission may apply is $15,000.

Section 7: Interstate Commissions. With the advance approval of the governor, a commission contiguous to an area lying in another state may join in an interstate regional planning commission.

Section 8: International Areas. This section authorizes the expenditure of funds for studies involving contiguous areas in Mexico and Texas, in conjunction with Mexican authorities and with the advance approval of the governor.

Section 9: Dissolution. Unless agreed to the contrary, any participating governmental unit may withdraw by a majority vote of its membership qualified in serving.

Organization and Governance

Section 5 of Article 1011m, V.A.C.S., grants comparatively broad powers to cooperating local governments to organize for the governance and operation of regional councils subject only to the provision that the governing body of the council consist of at least 66 2/3 percent elected officials of general purpose governmental units. The structure for both organization and governance is typically set forth in articles of agreement or bylaws jointly adopted by the councils' member governments. This procedure has resulted in a variety of organizational structures and operating procedures tailored to the felt needs of council participants.

Generally, the organizational structure of a regional council consists of a general assembly, representative of all member governments, a board of directors or executive committee (which is the governing body), and a professional staff, although the terminology of each body may vary by council.

The general assembly. The general assembly is comparable in some respects to the "electoral college of representatives" discussed in the Phase I report of this study. Like the body established by the Library Systems Act, the general assembly of a regional council is representative of the council's membership. The representation provided each member government on the general assembly, however, varies by council. Some councils, like the Permian Basin Regional Planning Commission, for example, provide that each member governmental unit have one representative on the general assembly. Others, like the Concho Valley Council of Governments, provide for representation by type of jurisdiction (counties, cities, independent school districts, and other special districts), and additional representation determined on a population basis. Several councils also provide for ex officio membership on the general assembly, although such members (generally city managers or other individuals who should be involved in the affairs of the council) are not eligible to vote.

The general assembly normally meets annually or semiannually for the purpose of executing its responsibilities, although at least one council has required that the assembly meet three times a year. Provision is also usually made for the calling of special meetings of the assembly. Responsibilities of the general assembly, as the policy-making body, typically include the establishment of general policies and the review of policy decisions made by the executive committee or board of directors; the election of members to the executive committee or board of directors; to adopt an annual budget for the council; and such other functions as stated in the articles of agreement or bylaws.

The executive committee. The executive committee or board of directors of a regional council acts as the governing body between meetings of the entire membership. Members of the executive committee are elected by the voting members of the general assembly. Membership on the executive committee must include at least 66 2/3 percent elected officials of general purpose governmental units. In fact, most if not all regional councils exceed this membership requirement with the executive committee of several composed solely of elected officials of these governmental units.

The size of the executive committees, their representation and membership requirements, and specific electoral procedures to be followed in the selection of members varies according to the bylaws adopted by each council. An example of the bylaws of one of the regional councils, the Capital Area Planning Council, is attached as Appendix E.

Powers and duties of the executive committees also vary but generally include preparation and submission of an annual budget to the general assembly; to control the expenditure of funds and execute service contracts; to purchase, lease, hold, and sell real and personal property; to employ an executive director to serve at the pleasure of the committee; and to perform such other duties as may be delegated the committee by the general assembly. The executive director serves as the chief administrative officer and employs necessary staff subject to the approval of the executive committee.

Other committees. All regional councils have established committee structures as required by or to facilitate planning and coordinative functions. Like other aspects of organization and governance of the councils, the committee structures vary, largely due to programmatic concerns. Each council has established policy advisory committees composed of local elected officials and citizen representatives to review specific planning undertakings and related activities. Technical advisory committees are also common. These committees, composed of professional personnel with expertise in a specific field, provide technical advice to the policy advisory committees. Committees are appointed by the executive committee. The number of committees established by the councils range from a relatively small number in the less populous regional areas to over 50 in highly populated areas.

Organization and Governance of Education Service Centers

Another intergovernmental organization created by Texas law is the regional education service center, an educational institution designed to facilitate cooperative educational planning, provide media services, and to encourage the development of supplementary education services and centers authorized by Title III of the Elementary and Secondary Education Act. Significant parallels exist in relation to the organization and governance of these regional centers, the regional councils discussed previously, and library systems.

As authorized by the enabling legislation, the State Board of Education has delineated 20 education service center regions in Texas. The current boundaries of these regions are shown by Map B, and are subject to realignment annually. Unlike the majority of regional operations in Texas, the boundaries of the education service center regions do not necessarily conform to state planning areas, but are established instead on the basis of school district boundaries.

Enabling Legislation

The centers were authorized by the Fifty-ninth and Sixtieth Legislatures under Article 2654-3d and Article 2654-3e, V.A.C.S., which correspond to Sections 11.32 and 11.33 of the Texas Education Code as amended, which are attached as Appendix F. Selected provisions of the legislation having applicability to this analysis are discussed below.

Section 11.32. This section of the Texas Education Code deals with the educational media component of the service centers as follows:

11.32(a) directs the Board of Education to provide rules and regulations for the establishment and operation of regional education media centers.

11.32(b) defines the services to be made available to participating school districts including lending library service for audio-visual instructional materials and equipment, tape and transparency duplication services, and professional media consulting services.

11.32(c) states that no center shall be approved unless it serves an area having 50,000 or more eligible scholastics in average daily attendance for the next preceding school year (although provisions for exceptions in the case of sparsely populated areas are permitted), and that the centers shall be located so that each school district has the opportunity to be served, on a voluntary basis.

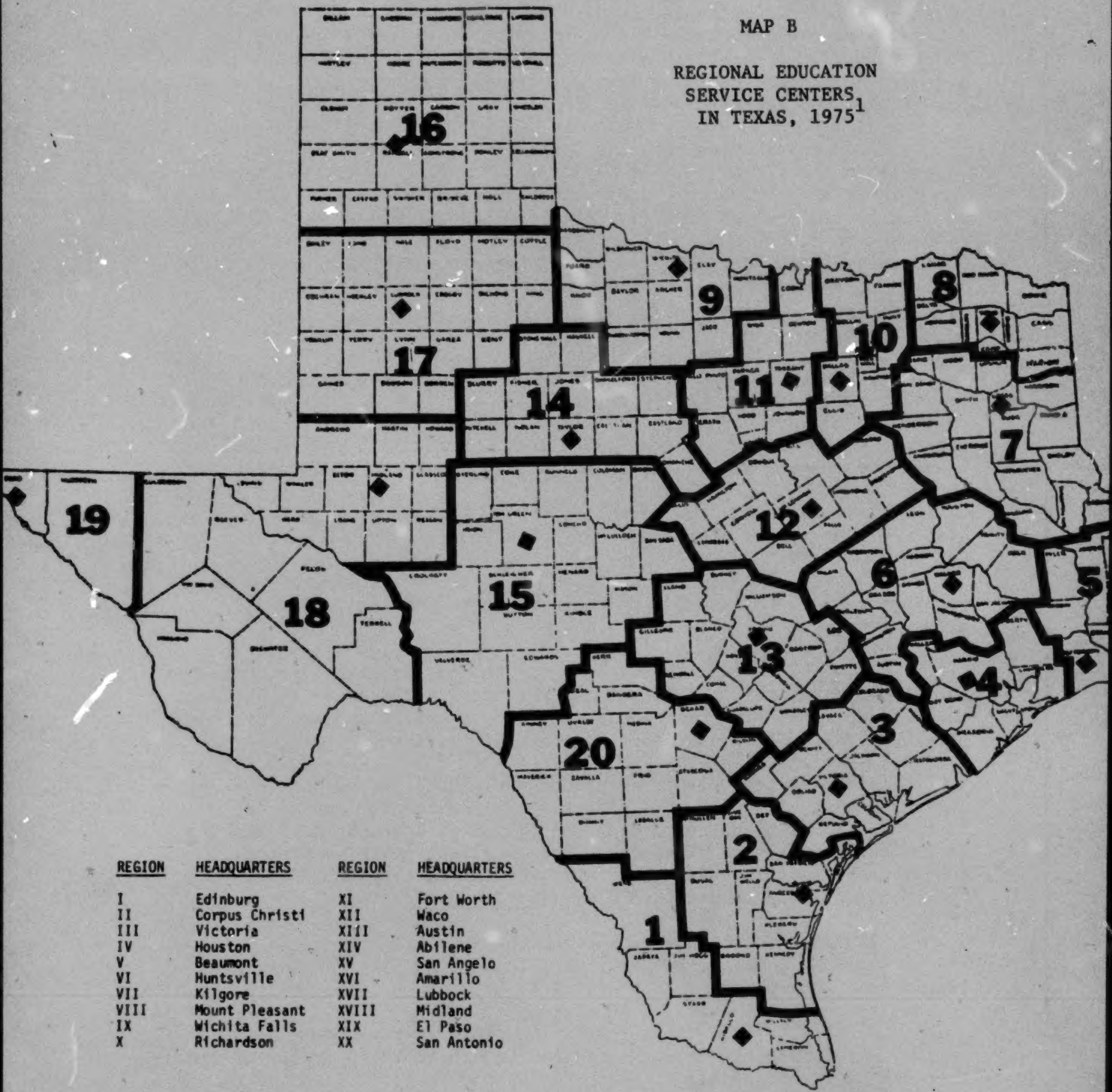
11.32(e) establishes governing boards of five or seven members, the size of the board to be determined locally and set forth in the initial application for center approval, subject to rules and regulations adopted by the State Board of Education.

11.32(f) authorizes the regional media board to employ an executive director and additional personnel as necessary, and to control the expenditure of funds.

11.32(g) provides for the withdrawal of a school district from participation, and stipulates that title to all educational media and property purchased by the center shall remain in the center.

MAP B

REGIONAL EDUCATION SERVICE CENTERS IN TEXAS, 1975[1]



REGION	HEADQUARTERS	REGION	HEADQUARTERS
I	Edinburg	XI	Fort Worth
II	Corpus Christi	XII	Waco
III	Victoria	XIII	Austin
IV	Houston	XIV	Abilene
V	Beaumont	XV	San Angelo
VI	Huntsville	XVI	Amarillo
VII	Kilgore	XVII	Lubbock
VIII	Mount Pleasant	XVIII	Midland
IX	Wichita Falls	XIX	El Paso
X	Richardson	XX	San Antonio

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[1] Source: Texas Education Agency

11.32(i),(j),(k),(l), and (m) are concerned with funding of the centers. The state provides annual financial assistance in an amount not to exceed one dollar per scholastic in average daily attendance for the next preceding school year in the participating school districts. The funds provided by the state, however, are for use only for the purchase, maintenance, and servicing of approved educational media or equipment. Participating school districts are required to pay a proportionate amount matching the amount provided by the state, such local share to be determined annually by the center's governing board. Locally derived funds may be used for administrative costs, servicing, or to purchase supplemental educational media. Centers are also authorized to apply for and receive funds from federal sources.

Section 11.33. This companion section of the Texas Education Code outlines the non-media functions of the education service centers, and funding provisions for such functions.

11.33(b) empowers the governing board, subject to rules and regulations of the State Board of Education, to enter into contracts for grants from both public and private organizations.

11.33(c) provides for payment of basic costs for the provision of regional education services, coordination of educational planning, and necessary administrative expenses from the Foundation School Program under a formula developed by the state commissioner of education and approved by the State Board of Education, not to exceed an annual allotment equal to three dollars multiplied by the average daily attendance in the public schools of Texas for the preceding school year.

11.33(d),(e), and (f) establish a program of financial assistance for the provision of computer services through the regional education service centers to encourage a planned statewide network of computer services designed to meet public school educational needs.

Organization and Governance

The organization and governance procedures for education service centers are set forth briefly in the enabling legislation, but detailed rules and regulations for this purpose are outlined in State Plan: Procedures and Policies for the Operation of Regional Education Service Centers (Texas Education Agency, 1970). Two major bodies are established by the rules and regulations, a joint committee and a board of directors. Special-purpose committees are also authorized. The organizational features and governance role of each of these is outlined below.

The joint committee. Each region is required to establish a joint committee composed of: one representative from each twelve-grade school district, selected by the board of trustees; one representative designated by the county board of trustees to represent all of the school districts with fewer than twelve grades in the county; and one representative from each four-year institution of higher education within the region which conducts an approved teacher education program, appointed by the board of trustees of each. All school districts in the region may be represented on the joint committee for the purpose of participating in planning even if they choose not to participate in cooperative services.

The joint committee functions primarily in an advisory capacity to the board of directors, and is authorized to establish an executive committee or other subcommittees to carry out its advisory role. Like the general assembly of a regional council, the joint committee elects the membership of the board of directors and also determines the size of the board, five or seven members as required by law.

The board of directors. Membership on the board of directors is limited to persons over 21 years of age, citizens of the United States, and residents of the region, who are not engaged professionally in education or members of a local board of school trustees. Each board is required to elect a chairman, vice-chairman, and secretary, and to adopt rules or procedures to govern its operation. Regular meetings are held quarterly, although special meetings may be called by the chairman or a majority of the board's membership. Each board is required to meet annually with the joint committee, and may hold additional meetings with the joint committee or its subcommittees for advisory purposes.

The board is designated as the policy-making and evaluative body of the center, and is required to perform the following functions:

-- Appoint and remove an executive director and develop administrative policies for the center in conference with the commissioner of education.

-- Prepare and approve an annual operating budget for submission to the commissioner of education.

-- Approve all fiscal arrangements, policies, and agreements.

-- Enter into contracts for grants from both public and private organizations and expend such funds according to the terms of the contracts.

-- Formulate policies to govern the operation of the center.

-- Confirm the appointment of professional personnel upon recommendation by the executive director.

-- Coordinate an annual evaluation of the activities of the center.

-- Make annual reports covering all activities and expenditures of the center to the commissioner of education.

-- Plan for the utilization of all available educational and cultural resources and services, including colleges and universities, located both within and outside the region.

-- Formulate policies for the utilization of the joint committee in an advisory capacity.

-- Acquire, hold title and sell real property for service center purposes in accordance with statutes governing the authority of trustees of independent school districts.

The rules include qualification requirements for selection of an executive director, and enumerate the director's duties which relate primarily to the areas of general administration and program development. Salary and contract arrangements for all personnel are subject to the determination of the board of directors, and employees of the center are eligible for participation in the Teacher Retirement System of Texas.

Other committees. The rules and regulations also establish three other bodies with significant roles in the overall organization and governance of the education service centers. The first of these, the Statewide Advisory Commission on Education Service Centers, composed of the chairman of each board of directors serves in an advisory capacity to the commissioner of education on matters concerning the operation of the centers. The commission is required to meet at least annually, and upon call by the commissioner.

The Planning Council is a body composed of the executive director of each education service center. The responsibility of the council is to assist the commissioner of education in the development of comprehensive program plans.

In addition to these groups, an advisory committee composed of teachers, supervisors, and principals from school districts served by the center is established to assist in the evaluation of services performed by the center. Members of the advisory committee, numbering at least 12, are chosen by the board of directors.

Features of Organization and Governance Having Potential Applicability to the Texas State Library System

Several characteristics of the organization and governance of the regional councils and education service centers are worthy of consideration in the process of redefining the structure of the Texas State Library System. In some instances, selected features of either of these organizations provide viable structural alternatives; in all cases, both organizations, in effect, establish precedents for similar organizational arrangements by the libraries of Texas.

Governing boards. Both organizations are governed at the regional level by boards or committees elected by representatives of their respective constituent units. Responsibility for administration is vested in professional staffs appointed by the governing bodies.

Committees. A committee structure is a predominant feature of both organizations as a means to secure input from participating units and to augment technical decisions of the governing boards. The Statewide Advisory Commission on Education Service Centers and Planning Council, particularly, provide potentially attractive organizational alternatives.

Board powers. The governing boards of both organizations are empowered to purchase, lease, rent, or otherwise acquire real and personal property. This corresponds to the powers given the majority of governing boards of library systems in the states examined previously.

Contributions by members. Financial contributions by the participating units of each organization are a prerequisite of participation (although in the case of the education service centers this is required for media services only) and state funding.

VI. ALTERNATIVE MODELS OF SYSTEM GOVERNANCE

The prolific informational output of mankind has overtaxed the ability of most libraries, especially those funded by small populations, to give reasonable access to the whole range of available books, periodicals and other media. To compensate for their individual bibliographic shortcomings libraries are combining their resources to a much greater degree. The collaboration of libraries to accomplish collectively what is difficult or impossible to do singly is so varied that classification is not easy nor exact. Nevertheless, terms have been applied to systems with similar characteristics, as mentioned hereafter, as they have emerged over the years, culminating at this time with the large state-supported cooperative systems.

Major System Configurations

Previous sections of this report have dealt specifically with the major structural models of library systems as they have emerged in other states. Although the terminology of these configurations, or models, appears to suggest a wide range of alternative forms of system organization, only four distinct structures exist, one a variant of the others. The provisions for system governance at both the system and state levels may vary somewhat in each system structure, but the major organizational characteristics of each are essentially similar.

Single-Library or Metropolitan Systems

Several states, including California, Illinois, Michigan, and New York, permit the establishment of a library system consisting of a single library and its branches, where such library serves a substantial city population or metropolitan area. Rules and regulations applicable to other types of systems also apply to these libraries. System governance at the local level is typically vested in the libraries' governing board.

Consolidated Library Systems

Subject to population or area requirements, normally defined by legislation, two or more libraries which have merged to form a single library are eligible for recognition as systems by a number of states. The board established to operate the merged libraries is designated as the system governing board.

Cooperative or Federated Library Systems

This system model, under which a number of separately governed and operated libraries agree through contract, resolution, ordinance, or other agreement to participate in a program of cooperative library services, is the most common structure of library systems. Responsibility for the administration of this type of system at the system level is most frequently defined as the role of a governing board, representative of the participating libraries.

Multi-Type Systems

This system model, on a statewide basis, is actually a composite of any or all of the types of systems listed above. In such a library system, libraries of the state are granted the authority to determine what type of system they wish to participate in and, in accordance with any rules and regulations defining minimum population, area, or inclusion of political subdivisions, are free to organize as separate systems.

Other System Models

Other organizational approaches to the formation and governance of library systems exist, but are not widespread. Hawaii, for example, could be described as a state-centralized model, in which the state authority for library development exercises substantial control, while Kentucky and New Hampshire represent, in effect, state-decentralized models, in which the state also exercises substantial control.

Alternative Models of Organization for Texas

To retain the maximum degree of local autonomy and control in the organization of libraries for the development and delivery of cooperative library services to the citizens of Texas, a system model based on the cooperative approach to library systems is recommended. As pointed out in the Phase I report, many states have admitted establishing too many, and consequently too weak, systems. Use of a multi-type model would encourage the proliferation of more and smaller systems. Although requirements for the approval of systems by the State could effectively limit any tendency toward an excessive number of systems, the full impact of a cooperative, statewide approach to the provision of library services would be sacrificed under a multi-type approach and parochialism would be encouraged. A consolidated model, in all probability, could not be enacted statewide without legislation which would be antithetical to the strong history of local control and voluntary cooperation among units and levels of government in Texas. By itself, this approach to library systems is one of enforced cooperation.

The recommendation, and subsequent consideration, [illegible] a single model of system organization for Texas does not limit the range of structural and governance alternatives available to the library community as a whole. By far the most flexible template for the construction of library systems, the cooperative model provides an almost limitless range of options from which to serve at once the best interests of the citizens of Texas and the library community.

Cooperative Library Systems

The concern of this study is with a system of libraries commonly termed "cooperative," in which autonomous libraries join together for sharing resources. More and more this category of systems is thought of as one in which the systems collectively embrace the entire territory of a state, and in which each system provides services and resources within its district to each other's patrons, benefits from the state funding and coordination, is self-governing, designates a system headquarters, possesses a system staff, contributes local funds and services, and conducts inter-system planning, coordination, and services.

This is the type of system initiated in Texas by the Library Systems Act of 1969. However, the systems organized under that Act do not fully conform to the specifications mentioned above, in that they are not self-governing and the system headquarters are designated by the State (with approval of the library concerned) rather than by each cooperative system. To date the member libraries have provided services but not funds (although local funding is authorized by the Act.). Also involvement of system members in planning has been negligible, with only advisory representation under the law.

The principal objective of this phase of the study of the Texas system is to examine the various alternatives to the present structure of governance in light of experience to date, and to recommend the best alternative for future governance, on the basis of which amendatory legislation may be drafted. While in this process some of the characteristics of organizational behavior need to be kept in mind.

Organizational Response to Continual Environmental Change

The environment in which an organization functions undergoes constant alteration requiring a continual response on the part of said organization through changes in its own structure and procedures. Dysfunctional organization results when the structure of governance (and perhaps policies and personalities) is too rigid to make adjustments to changes in its environment in a responsive and effective manner. Such rigidity sometimes occurs when too much detail is incorporated in difficult-to-change basic charters, such as constitutions and legislation.

It has been amply noted in this and the Phase I reports that the current plan of system governance, specifically the state legislation, is too inflexible to adjust to certain needed changes, thereby requiring modifications in the law itself.

> Recommendation 19. It is proposed that amendatory legislation be drafted which, if adopted, will provide not only a suitable framework for library development throughout Texas under current conditions and in accord with recent experience in cooperative systems, but to prepare such legislation with a view to facilitating future changes in organizational structure and relationships.

Broadening Participation and Lowering the Level of Decision Making

The possibility of orderly adjustments in organization and management is enhanced by placing each decision at the lowest level in the hierarchy permitted by the mutual confidence and administrative skills of the participants. Both confidence and skill grow when arrangements insure that the voice of each participant will be heard, that deliberations will be thorough and democratic, and that power will be shared in determining the objectives of cooperation, distribution of benefits, and contributions of effort.

> Recommendation 20. The governing process of cooperative library systems should provide for voluntary, effective participation of representatives of all library organizations and within predetermined spheres of action, consultation, and communication, and encourage decision-making at the lowest possible hierarchial level.

Compromises in Organization

The nature of organization requires many compromises in arriving at a system of governance. Diversity in organizational elements, certainly present in a library system containing a wide range of governmental units and libraries, requires many compromises among the interested parties, in the process of which attempts are made to gain by one set of arrangements more than is sacrificed by foregoing another set which also has its peculiar advantages.

This principle is easy to illustrate. For example, if libraries in Texas wished to form a system without the participation of the State, they have the power to do so now by contracting among themselves, including funding authority. This would mean that the aid of the State and the accompanying participation of the State in program development and evaluation would be foregone, although libraries would continue to be eligible for federal funding. Greater freedom of governance would be feasible for systems unencumbered with ties to the State. However, in most states this freedom is forsaken in favor of partnership with the state and the state's helpful role in coordination and funding.

The libraries of Texas, by their initiative through the Texas Library Association (TLA), coopted the State Library in the development of the systems' concept and the State Library consented and participated in sponsoring system legislation. Responses to the questionnaire in Phase I of this study indicated overwhelming endorsement by public libraries of the continuation of state-local cooperation. An inquiry of representative librarians of other types of libraries did not reveal any sentiment contrary to the original TLA position.

Having made this "compromise" regarding the structure of systems in Texas, it followed that a working arrangement had to be created in more precise terms, which was then done by law. Additionally, the law authorized further development of the structure of system governance by directing the State Librarian to prepare rules therefor, subject to approval of the State Library and Historical Commission. Since such rules would define important relationships between the independent, cooperating parties, the law provided that approval of the Commission would follow only after due notice of and the holding of a public hearing on the proposed rules. This again illustrates a mechanism for compromise in organizational arrangements.

The following discussion of alternative models of governance contains many elements of compromise. Arriving at conclusions for needed legislative changes requires each library unit to learn and understand the needs of the others and to accommodate to them in the resulting scheme of continuing relationships.

Major Alternatives of Governance

Fundamental questions on future system governance include the following:

(1) Which libraries should be members?

(2) Should the systems be governed by the members, or organized and operated by the State Library?

(3) Should state legislation be detailed or provide broad guidelines?

These points are further discussed hereafter, and specific recommendations formulated.

Membership

Nothing can be lost to the library community, and much can be gained, by extending the right of membership to all libraries on a voluntary basis. Need for and benefits from participation in a system will vary from library to library, regardless of type. Perhaps libraries of general purpose governmental units will continue to be the greatest beneficiaries in the foreseeable future. But according to need, every library should be given the opportunity for membership.

> Recommendation 21. System legislation should authorize membership of any library accredited for this purpose by the State Library under standards prepared by the State Librarian in collaboration with the library community and adopted by the State Library and Historical Commission following a public hearing.

The alternatives to the above are a variety of exclusions of libraries by type or some other classification, which would weaken the systems concept. Most importantly, denial of membership would work against the primary objective of systems, namely, better access for library patrons.

It is recognized that variations in sponsorship (city, county, school boards, boards of higher education, private organizations, state agencies, federal agencies, etc.) require accommodation in system governance and operations. This can be done in ways other than legislation, including rules of the State Library, provisions of interagency contracts, the administrative regulations of the respective systems. And the first step is to determine the breadth of categories of system membership desired.

The role of systems' headquarters in membership. Currently, the process of qualifying libraries for system membership is carried out by the State Library directly with the libraries without reference to the respective system headquarters. Under fully functioning systems much of this procedure could be delegated to the systems under prescribed standards and methods. This would have the advantage of local encouragement to membership and related development of services.

> Recommendation 22. Standards for system membership should be developed by the State Librarian with the advice of the systems, approved by the State Library and Historical Commission and accreditation be carried out cooperatively by the State Library and systems' headquarters.

System Governing Authority

Of the two models of system governance mentioned above (i.e. local or state), authority by member libraries to organize their own headquarters for planning and directing system services is considered the most viable. In such case, supportive representation may be obtained through a lay board selected by the governing authorities involved, with such occasional exceptions as may be deemed necessary because of the character of sponsorship of certain libraries or the presence of important local public interests. For a system of truly shared services, evoking the initiative, enthusiasm, and originality of the people closest to the work to be done, local governance offers a much brighter future. Also, this scheme allows greater opportunity for resolving conflict between members. With a separate governing board, relationships with the State would be carried on at broader levels of major policy, funding, reporting, and evaluation, a role to which the State Library is accustomed.

> Recommendation 23. System legislation should grant authority for the creation of lay system governing boards by the governing authorities of member libraries.

A system governing board representing member libraries is considered the key factor in improving the governance of library cooperatives in Texas. Much underlying reasoning for system self-governance has been set forth previously and may be referred to for additional points.

It is recognized that many public librarians, in response to the study questionnaire, considered with favor a system governance conducted directly by the State Library, which is another alternative. This type of governance would be more paternalistic, characterized by the giving of services on the part of the State Library and the receiving of such services by the members, rather than the development of shared activities. Member libraries would likely be more passive in program development, leaving many initiatives and decisions to the State Library. The character of the State Library's operations would be drastically changed by the volume and complexity of the tasks and by the increased staff. An unusually high degree of state-provided service to local authorities would result, placing the State Library in a special position among state agencies in this regard. This alternative form of system governance is not considered to be in accord with conditions of the state or local governments. Furthermore, the potential for excessive state control of activities is inherent in this arrangement, as is a corresponding reduction in the discretion and role provided participating libraries. The high degree of local involvement and control viewed as necessary to sustain a truly voluntary, cooperative undertaking in all likelihood would not be best obtained by this alternative.

Character of the Enabling Legislation

Cooperative library systems are expected to grow in importance and volume of activity. Therefore, if the legislative authority on which they are based is quite detailed, it tends to become out of date rapidly and hampers change. Also, since comprehensive statewide library systems are relatively new and the body of experience not fully definitive the number and extent of modifications needed in system governance will probably be substantial over the next decade or more.

With adequate provision for widespread participation in rule-making by the State Librarian and the Library and Historical Commission, the systems may be amply served at the state level. At the system level equal flexibility and participation may be accorded.

The best interests of libraries and their patrons appear to be served by incorporating broad powers in state enabling legislation, minimum structural impositions, and clear guidance in objectives. This view corresponds with the voluntary nature of the enterprise and the independent authority of each participant. Under these circumstances, emphasis should be given to the connotation of "enabling" as an unleashing of powers and, indeed, specific encouragement to cooperate on behalf of better public services. Excessive legislative restriction and definition under such circumstances are not in keeping with the objectives in mind.

> Recommendation 24. Simplicity and flexibility should be sought in the enabling legislation, leaving to the voluntary and independent cooperative library units, state and local, the authority to adopt complementary administrative rules.

Attention has already been called to examples in Texas and elsewhere of the type of legislation which would be appropriate in this case. In examining the experience in some of these cases, it is apparent that these cooperative endeavors have, indeed, made changes in their governance which would have been more difficult to accomplish if the respective enabling legislation had been detailed and inflexible. In this same vein, it should be remembered that many states have developed successful library systems with little or no legislation.

It is not, however, proposed that library systems in Texas proceed on the basis of contracting alone, which would offer the maximum in flexibility. This would be practical if only local authorities were involved, but participation by the State makes advisable a declaration of state policy and an indication that the cooperative arrangements will be continuing in nature and consistently funded. Moreover, working relationships are better understood and facilitated in such numerous company when the fundamental principles are formalized.

The point of division between elements of structure and authority that should be incorporated in law and those in administrative rules is a matter of judgment, of course. Each case requires separate study. Ample indications exist here that considerable option should be accorded to the interested parties. This could be expected to result in more effective public service than otherwise.

Advisory Committees

If system governing boards should be provided, the potential role of advisory boards and committees, at both the state and individual system levels, would be changed considerably. The need for advisory committees and other types of committees, viewed as desirable by librarians responding to the Phase I questionnaire, would become essential features of governance procedures. However, the creation of all such committees need not be by law. It would be preferable to leave the creation of such committees and the specification of their functions to the systems and the State Library, with a single exception.

The Library Systems Act of 1969 provides for an Advisory Board to the Texas Library and Historical Commission. With the establishment of system governing boards, the membership of the Advisory Board should be changed to include the chairmen of the governing boards and such other members as deemed necessary by the Commission. Other committees could as easily be provided by administrative action. There is no advantage in attempting to establish a multiplicity of committees by law for this would introduce inflexibility and represent false prescience of long-range needs.

Recommendation 25. The composition and membership of the Advisory Board to the Texas Library and Historical Commission should be established by law to include the chairmen of the system governing boards and such other members as deemed necessary by the Commission; the creation and duties of other boards and committees should be accomplished administratively under broad legislative authority by the respective system authorities or the State Library as the case may be.

System Boundaries

If library systems in Texas persevere over many years, which appears probable, it is inconceivable that need for change in system boundaries would not occur. In this sphere is a natural role for the State Library with local collaboration, since this kind of problem is typically one difficult to solve among peers. The authority to designate system boundaries, after duly consulting with those concerned, is a logical authority to be assumed by the State.

As in the other aspects of governance, there are two major ways to proceed, legislatively or administratively. If done by legislation the authority is unmistakable. Furthermore, in this case, there appears to be little likelihood of need for future change. If done administratively, the authority would most likely need to be incorporated as a requirement by the state in an annual plan of service. There is reasonable question of the desirability of relating boundary changes with plans of service, since in many cases it might have only a tenuous connection. Therefore, this seems a logical item for inclusion in enabling legislation.

Recommendation 26. Provisions for establishing and modifying the territorial boundaries of library systems should be incorporated in legislation, providing minimum standards in area, and vesting the ultimate decision in the State Library after receiving the views of the affected systems and members.

Plans of Service

Annual plans of service to be carried out by the various systems are not only a commendable administrative procedure common to many organizations, but particularly important for cooperative endeavors. It is a means by which the parties annually review their pledge to each other in terms of specific responsibilities and functions. At its inception the plan of service brings together the member libraries in a process of review and decision highly important to combined efforts. Thereafter it is a method for reaching common ground with the State Library, which brings to bear statewide policy, comparative system analysis, intersystem concerns, and objective program evaluation.

Importantly, annual plans of service are a form of periodic renewal of the contract of cooperation. It is at this point that every voluntary system member, consciously or not, reassesses the value of the cooperative endeavor and decides whether to participate and under what terms. For the State, as the major funding source and with responsibility for evaluating accomplishment, it is the principal means for contributing to program development and setting future goals. The whole process is one of "let us reason together."

In view of the importance of plans of service in the relationship of parties to library cooperatives and the principle of their preparation by the systems and annual state review and approval, aided by predetermined criteria, justify their mention in the basic law. The details of the matter, however, should be incorporated in the bylaws of the systems and the rules of State Library, supported also as needed by internal administrative regulations.

> Recommendation 27. The enabling legislation should provide for system preparation of an annual plan of service to be submitted to the State Library for review and recommendation of the State Librarian and ultimately to the State Library and Historical Commission for approval. The State Library should be authorized to issue criteria for evaluation of the plan following review and comment on proposed criteria by the several systems.

Clearly, the system director would develop the plan with full collaboration of the member libraries and be submitted to the system governing board for approval. The alternatives to annual plans of service could be several, but are generally unattractive. No plans at all would be unacceptable. Completely independent preparation and adoption of plans by systems without the benefit of statewide concerns and without the benefit of the broad perspective of State Library based on familiarity with the operations of all state systems is also impractical. Furthermore, continued support and funding depends upon the Governor and state legislators, who routinely in such cases expect the State to have knowledge of plans and receive an accounting of achievements. On the other hand, detailed planning and control of systems by the State would be antithetical to the concept of a cooperative of independent authorities.

Therefore, the above recommendation proposes a balance of interests and participation by all concerned.

State Grants for Library Systems

The current enabling legislation contains provisions for state grants to systems for operations. The grants are made according to a fixed formula. It also provides for state grants to libraries (incentive, establishment, and equalization) which, because of last-minute changes to the legislation after its introduction, are required to be distributed through the systems on their way to the individual libraries according to the same fixed formula. Furthermore, legislative intent in the language of appropriations must be examined in order to ascertain whether all types of grants were covered thereby if this is to be done. And currently, because systems' headquarters are local libraries lacking authority actually to pass through state funds to other library authorities, the State Library is required to make payment directly to the individual libraries and credit the amount to the total system share under the formula. Perhaps partly because of the uncertainties and awkwardness of the law as written, no grants except operations grants were made from state funds in FY75 and FY76. Correction of this anomalous situation, which apparently was created unintentionally, would be helpful to library development, especially in unserved and under-served areas.

The inclusion of specific language for state grants in the enabling legislation is clearly beneficial to an understanding of the State's role in library development. It implies, especially with respect to grants for operations that normally would be expected to continue year after year, a long-term and consistent financial commitment enabling sound planning, staff employment, and program execution. It would not be practical to embark on certain types of programs if the systems were faced with constant uncertainty of funding.

A matter for consideration is the appropriateness of distributing special grants such as incentive, establishment, and equalization (as defined in Sec. 14 of the present law) under the same formula as operations grants. The number and extent of unserved and under-served areas of the State tend to vary from system to system and this situation may be expected to persist because of economic and geographic conditions. Therefore, to require several systems to consistently reduce their operating funds in order to meet these other needs would result in lower levels of service than the other systems. For these reasons it would be preferable for the special grants to be made directly by the State on the basis of programs designed by the respective systems.

No significant problems appear to have arisen as a result of a fixed formula for allocation of operations grants for operating purposes. The only desirable change would be to include within the formula a percentage of the distribution on the basis of square miles within a system's boundaries, as already discussed.

> Recommendation 28. State grants for system operations should continue to be allocated on the basis of a fixed formula. (See Recommendation 12, page II-15.)

> Recommendation 29. State grants for aspects of library development other than operations, such as incentive, establishment, and equalization, should be allocated on the basis of need as presented by the libraries and the respective systems and approved by the State Library. (See also Recommendation 11, page II-14, which recommends broadening the current category of "incentive grants" to include grants for equalization purposes.)

Withdrawal of Members and Dissolution of Systems

The withdrawal of member libraries from system participation and the dissolution of an entire system are somewhat similar but call for different treatment in the basic documents.

Withdrawal of members. Currently the library members have no procedure for withdrawal from a system exept by failure to renew the annual application for membership. No period of notice to the system headquarters is required. In fact, as pointed out, the whole process of accreditation is presently centralized in the State Library.

The systems of many states require a period of notice of withdrawal ranging up to eighteen months. Six months is commonly required. The purposes are to prevent brusque and detrimental effects on system services, to enable planning for new arrangements and perhaps financing, to provide for transfers of property, etc.

> Recommendation 30. State legislation should provide authority to the State Library to require by rule a period of notice of up to twelve months for withdrawal of system members, and authorizing the State Library and Historical Commission to adopt rules for disposition of system property.

Dissolution of systems. The dissolution of a cooperative organization normally requires an orderly method for disposing of assets and ceasing operations.

> Recommendation 31. It is proposed that the systems act be amended to provide for disposition of system property in case the system organization ceases to function and authorizing the State Library and Historical Commission to provide rules with respect thereto.

Expenditure Authority of System Funds

The authority to utilize funds must match the objectives of system operations. The 1969 Act contains specific authority to systems and libraries to use funds for personnel, materials, equipment, administrative expenses, and "for financing programs which enrich the services and materials offered a community by its public library." However, grants may not be used "for site acquisition, construction, or for acquisition, maintenance, or rental of buildings, or for payment of past debt." Already problems have arisen over the inability of systems to pay for building space necessary for headquarters operations. Many of the Major Resource Centers have called attention to this deficiency, which places upon the taxpayers of a single locality the burden of a systemwide obligation.

In other states and in the Texas intergovernmental organizations discussed previously, the payment of rent is commonly authorized and in some the construction of system buildings is allowed.

> Recommendation 32. The expenditure authority of systems should be extended by law to the rental of buildings and grounds, and subject to rules adopted by the State

Library and Historical Commission to purchase or construct real property.

Classification of Libraries

The 1969 Act provides for three classifications, as follows:

Major Resource Center - a large public library serving a population of 200,000 or more within 4,000 square miles.

Area Library - a medium-sized library serving a population of 25,000 or more.

Community Library - a small library serving a population of less than 25,000

The creation of categories for various program and administrative purposes is useful and almost inevitable. As a means of facilitating analysis and comparisons, classification is a useful tool. However, the inclusion of a specific scheme in the basic enabling legislation makes change difficult. Already, in response to this study's questionnaire, many librarians pointed out that the current definitions have lost much of their meaning and need revision. The legislative proposals of this study, if carried out, will also make them inappropriate in certain aspects. For this reason it is advisable to leave detail of this nature to administrative action. The power to create such classifications may be included in the law.

Recommendation 33. The authority to create categories of libraries for statistical and administrative purposes should be given by law to the State Librarian, with the advice of libraries and systems, subject to approval of the State Library and Historical Commission.

The alternatives to the above are clear. The lack of classification would hamper the planning and management of libraries and library systems. Statistical data would be less useful. Classification by law is too rigid since changes should follow closely on observed need.

Standards and classification. A major use of library classifications and one endorsed by many public librarians in the state, is for setting standards. The 1969 Act provides for formulation by the State Librarian of the qualifications for system membership. These qualifications are incorporated in rules which are submitted to the Commission for adoption following notice and public hearing. These rules are included as Appendix B of this report, and provide for minimum per capita funding, minimum book collection, hours of access, and staffing requirements. Many libraries attest to the value of the minimum standards in providing goals for local library authorities to meet. However, for many libraries well above these minimums the rules have had little benefit. The potential is great, but the current standards so limited in influence in terms of number of libraries, that the principle should be reaffirmed but improved in scope of action.

Recommendation 34. The setting of library standards, a useful tool for assisting each library authority to evaluate its services and meet a reasonable minimum in quality, should be continued as a part of systems' operations. The law should continue to authorize the adoption of rules pertaining to requirements of membership, but these rules should be revised to spread the benefits to other libraries.

The rules establishing criteria for library categories or classes in the system should result from the joint effort of the libraries themselves, the system offices, and the State Library. They could be related to system membership or be separate therefrom. The State Librarian should submit the proposed rules to the State Library and Historical Commission, which should hold formal hearings thereon prior to adoption.

System Administration

Assuming the creation of system governing boards, there remains the question of system administration. Currently this is accomplished by designation of a large library as system headquarters with the library director also serving as system director. Another method employed widely in other states is a separate system headquarters staff, the director being appointed by and serving at the pleasure of the system board. The staff in this case may be housed in an existing library or separately.

If system governing boards are created it would be reasonable to expect a preference in many, if not most, systems for a separate system headquarters, unrelated to any particular member library. If some system, however, preferred to retain the services of an existing library director this could also be provided legislatively.

It seems probable, judging from experience elsewhere, that all systems in Texas ultimately, if not immediately, would find preferable a separate system headquarters. In this way the problems of conflict with local library requirements, of restrictions on purchasing, staffing, and the like would be avoided. The majority of librarians responding to the study's questionnaire indicated preference for a system headquarters other than a Major Resource Center as under present law. However, the majority of librarians in some systems expressed a preference for using the Major Resource Center as headquarters.

Recommendation 35. Legislation should provide full authority for a system governing board to appoint its own system director.

VII. SIZE AND CHARACTERISTICS OF DISTRICTS NEEDED TO SUPPORT A COOPERATIVE LIBRARY SYSTEM

As mentioned in the Phase I report the ten systems now constituting the Texas State Library System are unnecessarily disparate in characteristics because of the boundaries designated for the districts in which they operate. While identical profiles are not possible, nor necessary, there is an advantage in incorporating into every system enough libraries of varying sizes to permit the development of truly advanced system services. Enough resources to permit desirable specialization of system staff and to employ well qualified staff capable of working as peers of the staff of member libraries also are important. A nationwide survey of systems in the U. S. conducted in the late 1960's under the auspices of the American Library Association, pointed out that "a strong headquarters staff is essential to a productive system."[1] The same report emphasized that "a combination of weak libraries does not make a strong system."[2] The tendency in other states over the years has been to reduce the number of systems to gain organizational strength and higher service potential and to build the qualifications of system staff.

It was pointed out in the Phase I report that geography appears to have played too important a part in determining existing system boundaries in Texas. There is an advantage in not having excessive travel time, a factor in providing services and in holding meetings. However, for system consultants the total travel time for each would be the same in large or small districts--the total number of consultants would merely be concentrated in fewer systems. Also, for workshops and meetings of system librarians, as well as for consultants, other states have found value in establishing "zones" within the system area, to be used for these purposes. These zones may coincide, if convenient, to the boundaries of councils of government.

On the following pages are two maps suggesting possible revision of system boundaries. All are based on the boundaries of regional planning districts designated by the State, the only variation being the line between Fort Worth and Dallas, which already exists for current system delineation. In drawing these alternative boundaries, the following aspects were taken into consideration in addition to the lines of the planning districts: (a) population, (b) square miles, (c) road network,

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[1] Nelson Associates, Public Library Systems in the United States. American Library Association, Chicago 1969, p. 251.

[2] Ibid.

(d) current system boundaries, (e) number of libraries, and (f) mix of libraries by size, including a minimum of two large libraries (in case of the alternative with the fewer systems). Plan A would provide nine districts by combining three systems in west Texas into two, and is considered the minimum consolidation necessary to improve the future prospects for strong systems in that area. The nine districts are reasonably similar in number of libraries, with the smallest, No. 6, containing about half the number of the largest, No. 5. Each of the nine would contain only one of the existing Major Resource Centers except No. 2, which would have both Amarillo and Lubbock. This plan would significantly strengthen the system of which El Paso was previously the only large library (with no Area Libraries), by adding Odessa and Midland, both of which have large libraries, as well as a number of smaller libraries. The areas of each district are not excessively different, although the three located in west Texas, being sparsely populated, are larger than the others.

Plan B has the important advantage of two large libraries in each of six districts, all of which could assume the status of Major Resource Center, as follows:

1. Abilene, Fort Worth
2. Amarillo, Lubbock
3. Austin, Houston
4. Corpus Christi, San Antonio
5. Dallas, Waco
6. El Paso, Odessa

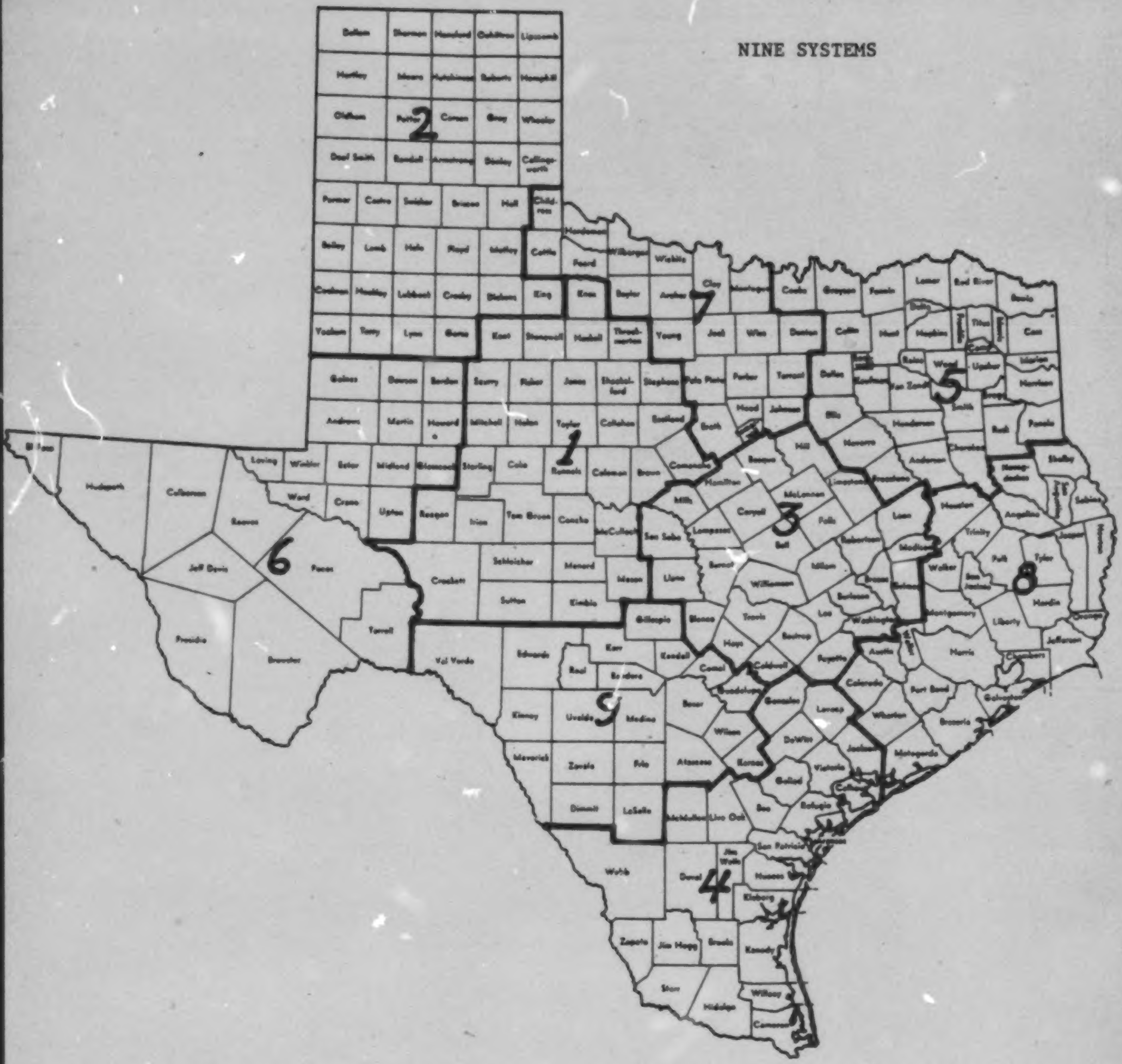
Currently Waco and Odessa do not have this designation, but are potential candidates. Other libraries also are growing in capacity and have great potential for contributing to the systems of which they are members. In other states distinct advantages have been found in the collaboration of two or more large libraries in a single system. The current isolation of the largest libraries would be reduced by this plan, by placing at least two in every system. The square miles of area in each district of Plan B would be reasonably similar, with only No. 5, which has many libraries, being about half the size of the largest, No. 6, which has fewer libraries despite the larger area.

Both from the point of view of current needs and capacities and the future growth of system services, Plan B appears to offer much brighter prospects, and is proposed as preferable for selection. Six strong systems would enhance the cooperative efforts and should generate the enthusiastic support necessary to build the systems concept to its optimal level and sustain it over the years. Plan A, nevertheless, is considered much superior to the existing boundaries in west Texas.

MAP C

SYSTEM BOUNDARIES: PLAN A

NINE SYSTEMS


1
2
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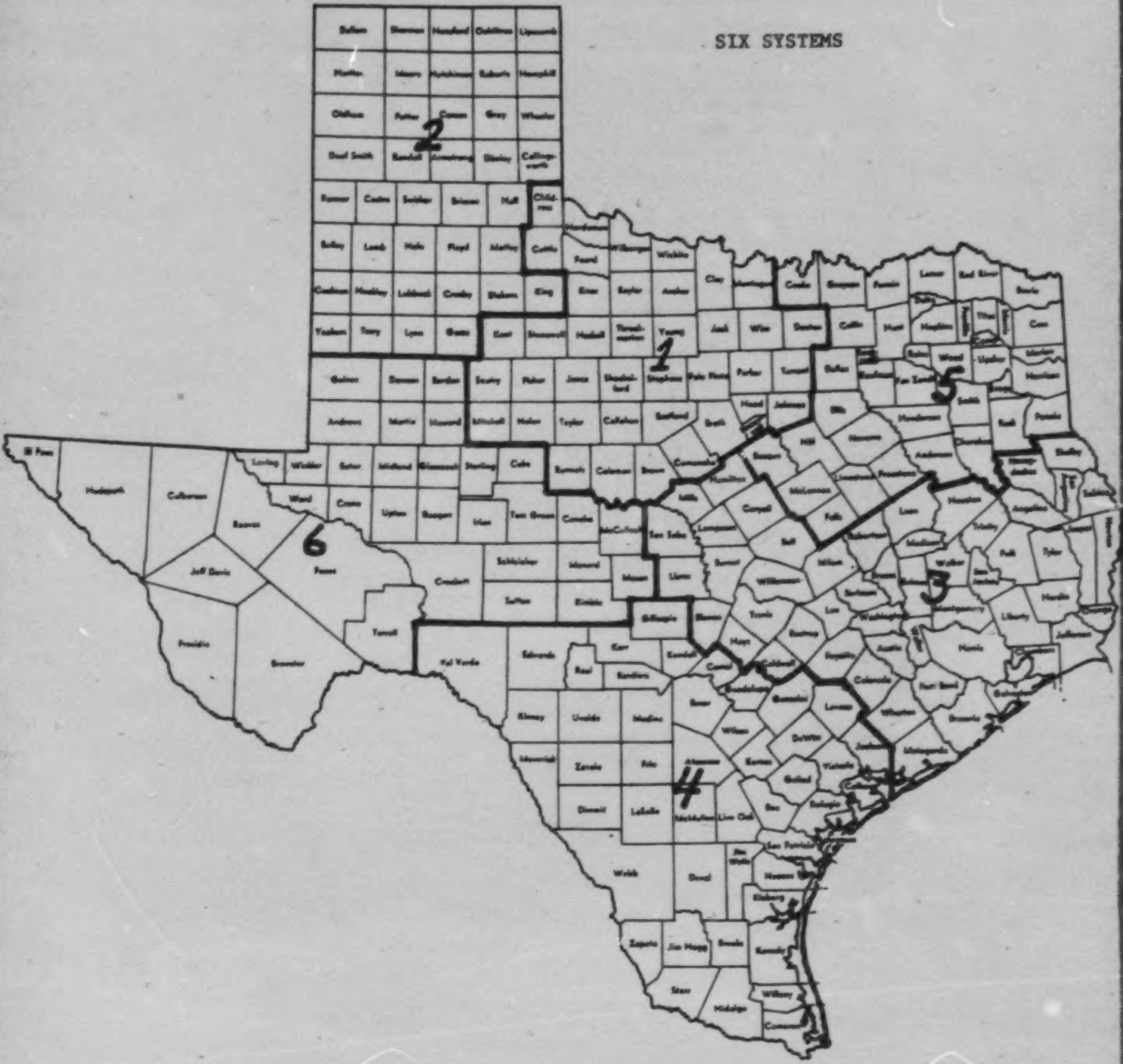
Dallam
Sherman
Hansford
Ochiltree
Lipscomb
Hartley
Moore
Hutchinson
Roberts
Hemphill
Oldham
Potter
Carson
Gray
Wheeler
Deaf Smith
Randall
Armstrong
Donley
Collingsworth
Parmer
Castro
Swisher
Briscoe
Hall
Childress
Bailey
Lamb
Hale
Floyd
Motley
Cottle
Hardeman
Foard
Wilbarger
Wichita
Cochran
Hockley
Lubbock
Crosby
Dickens
King
Knox
Baylor
Archer
Clay
Montague
Cooke
Grayson
Fannin
Lamar
Red River
Bowie
Yoakum
Terry
Lynn
Garza
Kent
Stonewall
Haskell
Throckmorton
Young
Jack
Wise
Denton
Collin
Hunt
Hopkins
Franklin
Titus
Morris
Cass
Delta
Camp
Gaines
Dawson
Borden
Scurry
Fisher
Jones
Shackelford
Stephens
Palo Pinto
Parker
Tarrant
Dallas
Kaufman
Van Zandt
Rains
Wood
Upshur
Marion
Harrison
Smith
Gregg
Andrews
Martin
Howard
Mitchell
Nolan
Taylor
Callahan
Eastland
Erath
Hood
Johnson
Ellis
Henderson
Rusk
Panola
El Paso
Hudspeth
Culberson
Loving
Winkler
Ector
Midland
Glasscock
Sterling
Coke
Runnels
Coleman
Brown
Comanche
Bosque
Hill
Navarro
Anderson
Cherokee
Nacogdoches
Shelby
San Augustine
Sabine
Reeves
Ward
Crane
Upton
Reagan
Irion
Tom Green
Concho
McCulloch
Mills
Hamilton
Coryell
McLennan
Limestone
Freestone
Falls
Leon
Houston
Angelina
Jeff Davis
Pecos
Crockett
Schleicher
Menard
San Saba
Lampasas
Bell
Robertson
Madison
Trinity
Polk
Tyler
Jasper
Newton
Kimble
Mason
Llano
Burnet
Milam
Brazos
Walker
San Jacinto
Hardin
Sutton
Presidio
Brewster
Terrell
Val Verde
Edwards
Kerr
Gillespie
Blanco
Williamson
Travis
Burleson
Lee
Washington
Grimes
Montgomery
Liberty
Orange
Jefferson
Real
Bandera
Kendall
Hays
Bastrop
Fayette
Austin
Waller
Harris
Chambers
Comal
Caldwell
Colorado
Fort Bend
Galveston
Kinney
Uvalde
Medina
Bexar
Guadalupe
Gonzales
Lavaca
Wharton
Brazoria
Wilson
DeWitt
Jackson
Matagorda
Maverick
Zavala
Frio
Atascosa
Karnes
Victoria
Calhoun
Goliad
Refugio
Bee
Dimmit
LaSalle
McMullen
Live Oak
San Patricio
Aransas
Webb
Duval
Jim Wells
Nueces
Kleberg
Zapata
Jim Hogg
Brooks
Kenedy
Starr
Hidalgo
Willacy
Cameron

MAP D

SYSTEM BOUNDARIES: PLAN B

SIX SYSTEMS



APPENDICES

A. Library Systems Act of 1969

B. Rules and Regulations for Third Biennium of Library Systems Act

C. Interlocal Cooperation Act

D. Article 1011m, V.A.C.S., Regional Planning Commissions

E. Bylaws of the Capital Area Planning Council

F. Enabling Legislation, Regional Education Service Centers

G. Responsibilities of Agencies and Levels of Government in Services to the Blind and Physically Handicapped

H. Functions and Responsibilities of State Library Agencies

APPENDIX A

STATE LIBRARY SYSTEM

CHAPTER 24 [48]

H. B. No. 260

An Act relating to the establishment, operation, and financing of a state library system consisting of a network of interrelated cooperating library systems designed to provide adequate library facilities and services to the public; and declaring an emergency.

Be it enacted by the Legislature of the State of Texas:

CHAPTER A. GENERAL PROVISIONS

Short title

Section 1. This Act may be cited as the Library Systems Act.

Definitions

Sec. 2. In this Act, unless the context requires a different definition:

(1) "public library" means a library operated by a single public agency or board that is freely open to all persons under identical conditions and receives its financial support in whole or in part from public funds;

(2) "Commission" means the Texas State Library and Historical Commission;

(3) "State Librarian" means the director and librarian of the Texas State Library;

(4) "library system" means two or more public libraries cooperating in a system approved by the Commission to improve library service and to make their resources accessible to all residents of the area which the member libraries collectively serve;

(5) "state library system" means a network of library systems, interrelated by contract, for the purpose of organizing library resources and services for research, information, and recreation to improve statewide library service and to serve collectively the entire population of the state;

(6) "major resource system" means a network of library systems attached to a major resource center, consisting of area libraries joined cooperatively to the major resource center and of community libraries joined cooperatively to area libraries or directly to the major resource center;

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[48] Vernon's Ann.Civ.St. art. 5446a, §§ 1-19.

(7) "major resource center" means a large public library serving a population of 200,000 or more within 4,000 or more square miles, and designated as the central library of a major resource system for referral service from area libraries in the system, for cooperative service with other libraries in the system, and for federated operations with other libraries in the system;

(8) "area library" means a medium-sized public library serving a population of 25,000 or more, which has been designated as an area library by the Commission and is a member of a library system interrelated to a major resource center;

(9) "community library" means a small public library serving a population of less than 25,000, which is a member of a library system interrelated to a major resource center;

(10) "contract" means a written agreement between two or more libraries to cooperate, consolidate, or receive one or more services;

(11) "standards" means the criteria established by the Commission which must be met before a library may be accredited and eligible for membership in a major resource system;

(12) "accreditation of libraries" means the evaluation and rating of public libraries and library systems using the standards as a basis;

(13) "governing body" means that body which has the power to authorize a library to join, participate in, or withdraw from a library system; and

(14) "library board" means the body which has the authority to give administrative direction or advisory counsel to a library or library system.

CHAPTER B. STATE LIBRARY SYSTEM

Establishment

Sec. 3. The Commission shall establish and develop a state library system.

Advisory board

Sec. 4. (a) The Commission shall appoint an advisory board of five librarians qualified by training, experience, and interest to advise the Commission on the policy to be followed in the application of the provisions of this Act.

(b) The term of office of a board member is three years, except that the initial members shall draw lots for terms, one to serve a one-year term, two to serve a two-year term, and two to serve a three-year term.

(c) The board shall meet at least once a year. Other meetings may be called by the Commission during the year.

(d) The members of the board shall serve without compensation, but shall be reimbursed their actual and necessary expenses incurred in the performance of their official duties.

(e) Vacancies shall be filled for the remainder of the unexpired term in the same manner as original appointments.

(f) No member may serve more than two consecutive terms.

Plan of service

Sec. 5. The State Librarian shall submit an initial plan for the establishment of the state library system and an annual plan for the development of the system for review by the advisory board and approval by the Commission.

CHAPTER C. MAJOR RESOURCE SYSTEM

Authority to establish

Sec. 6. The Commission may establish and develop major resource systems in conformity with the plan for a state library system as provided in Chapter B, Sec. 5 of this Act.

Membership in system

Sec. 7. (a) Elibility for membership in the system is dependent on accreditation of the library by the Commission on the basis of standards established by the Commission.

(b) To meet population change, economic change, and changing service strengths of member libraries, a major resource system may be reorganized, merged with another system, or partially transferred to another system by the Commission with the approval of the appropriate governing bodies of the libraries comprising the system.

Operation and management

Sec. 8. (a) Governing bodies within a major resource system area may join in the development, operation, and maintenance of the system and appropriate and allocate funds for its support.

(b) Governing bodies of political subdivisions of the state may negotiate separately or collectively a contract with the governing bodies of member libraries of a major resource system for all library services or for those services defined in the contract.

(c) On petition of 10 percent of the qualified electors in the latest general election of a county, city, town, or village within the major resource system service area, the governing body of that political subdivision shall call an election to vote on the question of whether or not the political subdivision shall establish contractual relationships with the major resource system.

(d) The governing body of a major resource center and the Commission may enter into contracts and agreements with the governing bodies of other libraries, including but not limited to other public libraries, school libraries and media centers, academic libraries, technical information and research libraries, or systems of such libraries, to provide specialized resources and services to the major resource system in effecting the purposes of this Act.

Withdrawal from major resource system

Sec. 9. (a) The governing body of any political subdivision of the state may by resolution or ordinance withdraw from the system. Notice of withdrawal must be made not less than 90 days before the end of the major resource center fiscal year.

(b) The provision for termination of all or part of a major resource system does not prohibit revision of the system by the Commission, with approval of the appropriate governing bodies, by reorganization, by transfer of part of the system, or by merger with other systems.

(c) The governing body of a public library which proposes to become a major resource center shall submit an initial plan of service for the major resource system to the State Librarian. Thereafter, the governing body of the major resource center shall submit an annual plan of system development, made in consultation with the advisory council, to the State Librarian.

Advisory council

Sec. 10. (a) An advisory council for each major resource system is established, consisting of six lay members representing the member libraries of the system.

(b) The governing body of each member library of the system shall elect or appoint a representative for the purpose of electing council members. The representatives shall meet within 10 days following their selection and shall elect the initial council from their group. Thereafter, the representatives in an annual meeting shall elect members of their group to fill council vacancies arising due to expiration of terms of office. Other vacancies shall be filled for the unexpired term by the remaining members of the council. The major resource center shall always have one member on the council.

(c) The term of office of a council member is three years, except that the initial members shall draw lots for terms, two to serve a one-year term, two to serve a two-year term, and two to serve a three-year term. No individual may serve more than two consecutive terms.

(d) The council shall elect a chairman, vice chairman, and secretary.

(e) The council shall meet at least once a year. Other meetings may be held as often as is required to transact necessary business. A majority of the council membership constitutes a quorum. The council shall report business transacted at each meeting to all member libraries of the system.

(f) The members of the council shall serve without compensation, but shall be reimbursed their actual and necessary expenses incurred in the performance of their official duties.

(g) The council shall serve as a liaison agency between the member libraries and their governing bodies and library boards to:

(1) advise in the formulation of the annual plan for service to be offered by the system;

(2) recommend policies appropriate to services needed;

(3) evaluate services received;

(4) counsel with administrative personnel; and

(5) recommend functions and limitations of contracts between cooperating agencies.

(h) The functions of the advisory council in no way diminish the powers of local library boards.

CHAPTER D. CONSTITUENTS OF MAJOR RESOURCE SYSTEMS

Major resource center

Sec. 11. (a) The Commission may designate major resource centers. Designation shall be made from existing public libraries on the basis of criteria approved by the Commission and agreed to by the governing body of the library involved.

(b) The governing body of the library designated by the Commission as a major resource center may accept the designation by resolution or ordinance stating the type of service to be given and the area to be served.

(c) The Commission may revoke the designation of a major resource center which ceases to meet the criteria for a major resource center or which fails to comply with obligations stated in the resolution or ordinance agreements. The Commission shall provide a fair hearing on request of the major resource center.

(d) Funds allocated by governing bodies contracting with the major resource center and funds contributed from state grants-in-aid for the purposes of this Act shall be deposited with the governing body operating the major resource center following such procedures as may be agreed to by the contributing agency.

(e) The powers of the governing board of the major resource center in no way diminish the powers of local library boards.

Area library

Sec. 12. (a) The Commission may designate area libraries within each major resource system service area to serve the surrounding area with library services for which contracts are made with participating libraries. Area libraries may be designated only from existing public libraries and on the basis of criteria approved by the Commission and agreed to by the governing body of the library involved.

(b) The governing body of the library designated by the Commission as an area library may accept the designation by resolution or ordinance stating the type of service to be given and the area to be served.

(c) The Commission may revoke the designation of an area library which ceases to meet the criteria for an area library or fails to comply with obligations stated in the resolution or ordinance agreement. The Commission shall provide a fair hearing on request of the major resource center or area library.

(d) Funds allocated by governing bodies contracting with the area library and funds contributed from state grants-in-aid for the purposes of this Act shall be deposited with the governing body operating the area library following such procedures as may be agreed to by the contributing agency.

Community library

Sec. 13. (a) Community libraries accredited by the Commission are eligible for membership in a major resource system.

(b) A community library may join a system by resolution or ordinance of its governing body and execution of contracts for service.

(c) The Commission may terminate the membership of a community library in a system if the community library loses its accreditation by ceasing to meet the minimum standards established by the Commission or fails to comply with obligations stated in the resolution or ordinance agreement.

CHAPTER E. STATE GRANTS-IN-AID TO LIBRARIES

Establishment

Sec. 14. (a) A program of state grants within the limitations of funds appropriated by the Texas Legislature shall be established.

(b) The program of state grants shall include one or more of the following:

(1) system operation grants, to strengthen major resource system services to member libraries, including grants to reimburse other libraries for providing specialized services to major resource systems;

(2) incentive grants, to encourage libraries to join together into larger units of service in order to meet criteria for major resource system membership;

(3) establishment grants, to help establish libraries which will qualify for major resource system membership in communities without library service; and

(4) equalization grants, to help libraries in communities with relatively limited taxable resources to meet criteria for major resource system membership.

Rules and regulations

Sec. 15. (a) Proposed initial rules and regulations necessary to the administration of the program of state grants, including qualifications for major resource system membership, shall be formulated by the State Librarian with the advice of the advisory board.

(b) These proposed rules and regulations shall be published in the official publication of the Texas State Library. Such publication shall include notice of a public hearing before the Commission on the proposed rules and regulations to be held on a date certain not less than 30 nor more than 60 days following the date of such publication.

(c) Following the public hearing, the Commission shall approve the proposed rules and regulations or return them to the State Librarian with recommendations for change. If the Commission returns the proposed rules and regulations to the State Librarian with recommendations for change, the State Librarian shall consider the recommendations for change in consultation with the advisory board and resubmit the proposed rules and regulations to the Commission for its approval.

(d) Revised rules and regulations shall be adopted under the same procedure provided in this Chapter for the adoption of the initial rules and regulations.

Administration

Sec. 16. The State Librarian shall administer the program of state grants and shall promulgate the rules and regulations approved by the Commission.

Funding

Sec. 17. (a) The Commission may use funds appropriated by the Texas Legislature for personnel and other administrative expenses necessary to carry out the provisions of the Act.

(b) Libraries and library systems may use state grants for materials; for personnel, equipment, and administrative expenses; and for financing programs which enrich the services and materials offered a community by its public library.

(c) State grants may not be used for site acquisition, construction, or for acquisition, maintenance, or rental of buildings, or for payment of past debts.

(d) State aid to any free tax-supported public library is a supplement to and not a replacement of local support.

(e) Exclusive of the expenditure of funds for administrative expenses as provided in Section 17(a) of this Act, all funds appropriated pursuant to Section 14 of this Act shall be apportioned among the major resource systems on the following basis:

Twenty-five percent of such funds shall be apportioned equally to the major resource systems and the remaining seventy-five percent shall be apportioned to them on a per capita basis determined by the last decennial census.

CHAPTER F. OTHER PROVISIONS

Severability

Sec. 18. If any provision of this Act or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Emergency clause

Sec. 19. The importance of this legislation and the crowded condition of the calendars in both houses create an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three several days in each house be suspended, and this Rule is hereby suspended.

Passed by the House on February 20, 1969, by a non-record vote; and that the House concurred in Senate amendments to H. B. No. 260 on March 17, 1969, by a non-record vote; passed by the Senate, as amended, on March 12, 1969, by a viva-voce vote.

Approved March 20, 1969.

Effective 90 days after date of adjournment.

Rules and Regulations For Third Biennium of Library Systems Act

The Rules and Regulations are arranged in the following order:

- I. Minimum Requirements for Approval of a Major Resource System
- II. Minimum Requirments for Major Resource System Membership
- III. Allocation of State Grants-In-Aid
- IV. System Advisory Council Elections

I. Minimum Requirements for Approval of a Major Resource System

A. Each major resource system must serve a population of 200,000 or more within 4,000 or more square miles. (Derived from the definition of a major resource center, which is the central library in a major resource system, Chapter A, Sec. 2 (7)).

B. A plan of service must be submitted as part of the grant application for the major resource system (Chapter C, Sec. 9 (c)). The plan of service must conform to the guidelines set in the annual plan for the development of the system submitted by the State Librarian for review by the State Library Systems Act Advisory Board and approved by the Commission (Chapter B, Section 5). The plan of service must be approved by the Commission before system funding is released by the Texas State Library.

The annual plan must be prepared and submitted to the Texas State Library by the major resource center and must include documentation indicating full participation in the planning process by the system advisory council, system member librarians, and lay representatives.

C. Services offered to all participating libraries in a major resource system must be included in the system plan of service. Such services may include, but are not limited to centralized purchasing, centralized processing, union catalogs, reciprocal borrowing among libraries, books-by-mail, promotion of library services, provision of library materials in non-print formats, system-wide use of automation equipment, provision of professional specialists as consultants to libraries in the system, and rapid delivery systems. System member libraries may or may not participate in all services offered by the Major Resource System.

D. A six-year plan for system service must be annually revised and updated with major accomplishments of previous years cited. Data determining the adequacy of library service and procedures to evaluate the effectiveness of system programs must be included in this plan. The updated six-year plan must be annually prepared and submitted to the Texas State Library by the major resource center and must include documentation indicating full participation in the planning process by the system advisory council, system member libraries and the lay representative.

E. The counties served by a major resource system must be contiguous unless permission to vary is granted by the Commission upon recommendation of the Advisory Board and the State Librarian.

F. External boundaries of major resource systems must be coterminous with the boundaries of Councils of Government, unless permission to vary is granted by the Governor's Office at the request of the State Librarian.

II. Minimum Requirements for Major Resource System Membership

To be eligible for membership in a major resource system, a library must be accredited on the basis of criteria established by the State Library and Historical Commission (Chapter C, Sec. 7 (a)). A major resource system is comprised of public libraries of the following types: major resource centers, area libraries, and community libraries (Chapter A, Sec. 2 (6)). The population served by a public library determines its classification as an area or community library. The population cited in the latest decennial census for the city and/or county appropriating public monies in support of the library.

A municipal library contracting with its county government will be credited with all or a portion of the rural county population depending on whether other municipal libraries in the county also receive county financial support.

To qualify for major resource system membership, a public library must meet certain general requirements, as well as requirements for its designation as a major resource center, area, or community library. Accordingly, membership requirements appear in the following order:

(A) Minimum Requirements Applying to All Libraries
(B) Terms of Conditional Membership Applying to All Libraries
(C) Requirements for major resource centers
(D) Requirements for area libraries
(E) Requirements for community libraries

A. Minimum Requirements Applying to All Libraries

To qualify for major resource system membership, a library must:

(1) Be a legally established public library
(2) File a current and complete annual report with the Texas State Library
(3) Receive at least 50 percent of its local appropriations required to meet the minimum per capita support (as cited in these Rules and Regulations in II.C (2), II.D (2), and II.E (2)) from local tax sources. Local tax sources shall be defined as monies appropriated by city and county governments from their general revenue monies or from revenue-sharing monies.

B. Terms of Conditional Membership Applying to All Libraries

If a library is unable to meet the system membership requirements, the following designations may be granted by the Commission:

(1) The Commission may designate a library which does not meet one of the requirements in II.C, D, or E, as a provisional member of the major resource system if the library can demonstrate expectation of meeting the requirement within three years from the year of initial designation. Such exception will not be extended beyond the first three years from initial designation.

(2) The Commission may designate a library as a probational member of the major resource system for one year if the library suffers a decrease in one of the system membership requirements. Probational status will not be granted if the library has dropped below the minimum requirements for per capita support or number of book volumes. Probational status will be granted only to libraries that previously met all system membership requirements.

C. Minimum Requirements for Major Resource System Membership as a Major Resource Center

THE LIBRARY SYSTEMS ACT SETS THE FOLLOWING REQUIREMENT (CHAPTER A, SEC. 2 (7)):

(1) "Major resource center" means a large public library serving a population of 200,000 or more within a 4,000 or more square miles, and designated as the central library of a major resource system for referral from area libraries in the system, for cooperative service with other libraries in the system, and for federated operation with other libraries in the system.

THE STATE LIBRARY AND HISTORICAL COMMISSION SETS THE FOLLOWING REQUIREMENTS:

(2) It must have local appropriations accounting to at least $2.00 per capita.

(3) In order to continue participation in the major resource system as a fully qualified member, local support must increase each year until current American Library Association standards are met.

(4) A library designated as a major resource center must have a collection of at least 100,000 volumes and be making annual progress toward meeting current American Library Association standards.

(5) It must have a staff adequate in training and in number to meet its essential functions, including one fill-time professional librarian assigned full-time to major resource system duties with adequate support staff. (For the purposes of these rules and regulations a professional librarian is defined as a librarian holding a fifth-year degree in librarianship from an American Library Association accredited library school).

(6) It must be open for service not less than 60 hours per

week.

D. Minimum Requirements for Major Resource System Membership as an Area Library.

THE LIBRARY SYSTEMS ACT SETS THE FOLLOWING REQUIREMENT
(CHAPTER A, SEC. 2 (8)):

(1) "Area library" means a medium-size public library serving a population of 25,000 or more, which has been designated as an area library by the Commission and is a member of a library system interrelated to a major resource center.

THE STATE LIBRARY AND HISTORICAL COMMISSION SETS THE FOLLOWING REQUIREMENTS:

(2) It must have local appropriations amounting to at least $1.50 per capita.

(3) In order to continue participation in the major resource system as a fully qualified member, local support must increase each year until current American Library Association standards are met.

(4) A library designated as an area library must have a collection of at least 25,000 volumes and be making annual progress toward meeting current American Library Association standards.

(5) It must have a staff adequate to perform the services specified in its service plan including at least one professional librarian.

(6) It must be open for service at least 40 hours per week.

E. Minimum Requirements for Major Resource System Membership as a Community Library

THE LIBRARY SYSTEMS ACT SETS THE FOLLOWING REQUIREMENT
(CHAPTER A, SEC. 2 (9)):

(1) "Community library" means a small public library serving a population of less than 25,000, which is a member of a library system interrelated to a major resource center.

THE STATE LIBRARY AND HISTORICAL COMMISSION SETS THE FOLLOWING REQUIREMENTS:

(2) A Community library must have a local appropriation of at least $5,000 or $1.00 per capita, whichever is greater. The minimum budget of $5,000 is essential

for a library's qualification as a community library in a major resource system.

(3) In order to continue participation in the major resource system as a fully qualified member, local support must increase each year until current American Library Association standards are met.

(4) It must have a book collection of at least 10,000 volumes and be making annual progress toward meeting current American Library Association standards.

(5) It must have a local budget allocation for staff.

(6) If serving a population of 10,000 to 25,000, it must be open for service at least 30 hours per week. If serving a population of less than 10,000 it must be open for service at least 20 hours per week.

(7) Libraries serving communities too small to support a library capable of meeting these requirements may qualify for major resource system membership by joining with other libraries on an agreement or on a contractual basis to form a unit large enough to support adequate service. Libraries which join on such a basis to operate and offer services as parts of a single local unit shall be considered as a single library for the purposes of qualifying for participation in a major resource system.

III. Allocation of State Grants-in-Aid

The Library Systems Act authorized four types of grants-in-aid: system operation, incentive, establishment, and equalization. Below are listed the types of grants as defined by the Act, followed by the Commission rules governing their allocation. Application for these grants shall be included in the annual plan for service submitted by the major resource system.

A. System operation grants, to strengthen major resource system services to member libraries, including grants to reimburse other libraries for providing specialized services to major resource systems (Chapter E, Sec. 14 (b) (1)).
System operation grants are designed to initiate and continue cooperative region-wide services sponsored by the system. Application for a system operation grant may include reimbursement to the major resource center or

other contracting library for all actual and real expenses incurred in the performance of the service contract.

B. Incentive grants, to encourage libraries to join together into large units of service in order to meet criteria for major resource system membership (Chapter E, Section 14 (b)). System member libraries may also join together into a county or multi-county library system and may be eligible for incentive grants. By joining together into such a unit by either formal agreement or contract, the governing authority for the county or multi-county unit will be empowered to receive direct cash grants authorized by the major resource system under the provisions of the Library Systems Act, Chapter D. The single unit library system will be eligible for incentive grants in three consecutive years.

C. Establishment grants, to help establish libraries which will qualify for major resource system membership in communities without library service. (Chapter E, Sec. 14 (b) (3)). An establishment grant will be a grant to help a community without library service to meet the minimum requirements established by the Commission for system membership, provided the library to be established will serve at least a county. A newly established library may apply for system membership in the year in which the library becomes operational. Such a library may be provisionally accredited as a system member if it fails to meet no more than two requirements as specified in II.D (1-6). Such provisional accreditation will not be extended for more than three years following that library's designation as a community library. For purposes of definition, an unserved county is defined as either a county with no existing public library service or a county that is served by a library that has not expended funds from local city and/or county taxes for a period of three years prior to application for an establishment grant. A period of establishment may not exceed three years.

D. Equalization grants, to help libraries in communities with relatively limited taxable resources to meet criteria for major resource system membership. (Chapter E, Sec. 14 (b) (4)). A formula will be devised by the State Library at such time as the Texas legislature standardizes property assessment practices sufficiently to determine the ability of communities or counties to support library service. If by such formula, as approved by the Commission, it is determined by the State Library that the taxing unit is providing library support to the maximum of its ability to pay, the library will be eligible to receive an equalization grant to enable it to meet requirements for membership in a Major Resource System.

Determination of Bases on Which Grants-in-Aid Are Made to the Major Resource Systems. Chapter E, Sec. 17 (e) defines the distribution of state Library Systems Act funding in the following manner:

Exclusive of the expenditure of funds for administrative expenses as provided in Section 17 (a) of this Act, all funds appropriated pursuant to Section 14 of this Act shall be apportioned among the major resource systems on the following basis:

Twenty-five percent of such funds shall be apportioned equally to the major resource systems and the remaining seventy-five percent shall be apportioned to them on a per capita basis determined by the last decennial census.

The per capita basis as referred to above for the distribution of the remaining seventy-five percent of the state Library Systems Act funds is defined as the per capita membership within the system.

IV. System Advisory Council Elections

THE LIBRARY SYSTEMS ACT SETS THE FOLLOWING REQUIREMENTS
(CHAPTER C, SEC. 10 (a-d)):

(1) An advisory council for each major resource system is established consisting of six lay members representing the member libraries of the system.

(2) The governing body of each member library of the system shall elect or appoint a representative for the purpose of electing council members. The representatives shall meet within 10 days following their selection and shall elect the initial council from their group. Thereafter, the representatives in an annual meeting shall elect members of their group to fill council vacancies arising due to expiration of terms of office.

(3) The term of office of a council member is three years.

(4) The council shall elect a chairman, vice-chairman, and secretary.

THE STATE LIBRARY AND HISTORICAL COMMISSION SETS THE FOLLOWING REQUIREMENTS:

(5) The governing body of each member library of the system shall annually elect or appoint a representative for the purpose of electing council membrs.

(6) Broad geographical representation is encouraged on the system advisory council.

(7) The representative elected to council shall complete his council term of three years even though the council member may be replaced as the official representative of the system member library. If the council member is replaced as the official representative, the new representative may vote in behalf of his library at the annual meeting of representatives to fill council vacancies. No individual library in the system shall have more than one representative on the system advisory council.

(8) Vacancies on the system advisory councils arising for reasons other than the regular expiration of terms of office may be filled from among the lay representatives for the unexpired term by the remaining members of the council. If the unexpired term is held by an officer elected by the group, the lay representative appointed to fill the unexpired term need not necessarily be that officer. The vacated office can be filled from among the members already on that council.

(9) The advisory council shall annually elect a chairman, vice chairman, and secretary.

(10) A county or multi-county library system will be eligible to send to the annual meeting of lay representatives either a citizen to represent the entire county or multi-county library system; or the county or multi-county library system may elect to permit each individual member in that system to send one representative to the lay meeting. Only those county or multi-county system member libraries which could individually qualify for Texas library system membership may be eligible to send a lay representative. No county or multi-county library system may have more than one representative serving on the major resource system advisory council at the same time.

OUTLINE OF CRITERIA FOR MEMBERSHIP

	Per Capita Support	Book Collection	Hours of Access	Sta Staff
Requirements for All Member Libraries		Be a legally established Library Must increase per capita support and size of collection until current ALA standards are met		File a current and complete annual report with the Texas State Library Receive at least 50 percent of the funds required for system membership from city and/or county appropriations
Major Resource Center	$2.00	100,000 volumes	60 hours per week	A staff adequate to meet essential functions, including one professional assigned full-time to system duties with adequate support staff
Area Library (A library serving more than 25,000 people must qualify as an area library.)	$1.50	25,000 volumes	40 hours per week	A staff adequate to meet essential functions, including one professional librarian
Community Library	$1.00 per capita or $5,000, which ever is greater	10,000 volumes	30 hours per week if serving more than 10,000 persons; 20 hours per week if serving fewer than 10,000 persons	A local budget allocation for staff

The chart above simply summarizes criteria for system membership. Full explanations fo these criteria as well as policy statements on provisional and probational membership are included in the Rules and Regulations.

APPENDIX C

STATE OF TEXAS

INTERLOCAL COOPERATION ACT

ARTICLE 4413(32c)

Purpose

Section 1. It is the purpose of this Act to improve the efficiency and effectiveness of local governments by authorizing the fullest possible range of intergovernmental contracting authority at the local level including contracts between counties and cities, between and among counties, between and among cities, between and among school districts, and between and among counties, cities, school districts, and other political subdivisions of the state, and agencies of the state.

Short Title

Sec. 2. This Act may be cited as The Interlocal Cooperation Act.

Definitions

Sec. 3. As used in this Act:

(1) "local government" means a county; a home rule city or a city, village, or town organized under the general laws of this state; a special district; a school district; a junior college district; any other legally constituted political subdivision of the state; or a combination of political subdivisions.

(2) "governmental functions and services" means all or part of any function or service included within the following general areas: police protection and detention services; fire protection; streets, roads, and drainage; public health and welfare; parks; recreation; library services; waste disposal; planning; engineering; administrative functions; and such other governmental functions which are of mutual concern to the contracting parties.

(3) "administrative functions" means functions normally associated with the routine operation of government such as tax assessment and collection, personnel services, purchasing, data processing, warehousing, equipment repair, and printing.

Authority to make Interlocal Contracts and Agreements

Sec. 4. (a) Any local government may contract or agree with one or more local governments to perform governmental functions and services under terms of this Act.

(b) The agreements or contracts may be for the purpose of studying the feasibility of contractual performance of any governmental functions or services or may be for the performance of any governmental functions or services which all parties to the contract are legally authorized to perform, provided such contracts or agreements shall be duly authorized by the governing body of each party to the contract or agreement. An interlocal contract or agreement shall state the purpose, terms, rights, objectives, duties, and responsibilities of the contracting parties. Interlocal contracts and agreements may be renewed annually and shall specify that the party or parties paying for the performance of governmental functions or services shall make payments therefor from current revenues available to the paying party.

(c) The authority of a political subdivision to perform a contractual service includes the authority to apply the rules, regulations, and ordinances of either the subdivision receiving the service or of the subdivision providing the service, whichever standard may be agreed upon by the contracting political subdivisions.

(d) The contracting parties to any interlocal contract or agreement shall have full authority to create an administrative agency or designate an existing political subdivision for the supervision of performance of an interlocal contract or agreement and any administrative agency so created or political subdivision so designated shall have the authority to employ personnel and engage in other administrative activities and provide other administrative services necessary to execute the terms of any interlocal contract or agreement.

(e) The contracting parties to any interlocal contract or agreement shall have full authority to contract with state departments and agencies as defined in Article 4413(32), Vernon's Texas Civil Statutes. The contracting parties to interlocal contract or agreement shall have specific authority to contract with the Department of Corrections for the construction, operation and maintenance of a regional correctional facility provided that title to the land on which said facility is to be constructed is deeded to the Department of Corrections and provided further that a contract is executed by and between all the parties as to payment for the housing, maintenance and rehabilitative treatment of persons held in jails who cannot otherwise be transferred under authority of existing statutes to the direct responsibility of the Department of Corrections.

(f) No person acting under an interlocal contract or agreement shall be deemed to be holding more than one office of honor, trust, or profit or more than one civil office of emolument.

Water Supply and Waste Water Treatment Facility Contracts and Leases

Sec. 5. (a) Any city, town, district, or river authority within the state may enter into a contract with any other city, town, district, or river authority created under the constitution and laws of this state for the purpose of obtaining or providing water supply or waste water treatment facilities or any interest therein. Any city, town, district, or river authority may also enter into a contract with any other city, town, district, or river authority for the leasing or operation of water supply facilities or waste water treatment facilities or any interest therein.

(b) Any contract authorized by this section may provide that the city, town, district, or river authority obtaining one of the services may not obtain these same services from any other source other than the city, town, district, or river authority with which it contracted except to the extent provided in the contract. If any such contract so provides, payments made thereunder shall be operating expenses of the contracting party's water supply system or waste water treatment facilities, or both, as the case may be.

(c) Except as provided in Subsection (d) of this section, any contract entered into under this section may contain any terms and extend for any period of time to which the parties can agree, and may provide that it will continue in effect until bonds specified in it and refunding bonds issued in lieu of those bonds are paid.

(d) No tax revenues shall be pledged to the payment of amounts agreed to be paid under any contract entered into under this section.

(e) This section is wholly sufficient authority for executing the contracts mentioned in it regardless of any restrictions or limitations contained in any other laws.

Saving Clause

Sec. 6. The enactment of this law shall not affect or impair any act done or right, obligation, or penalty existing before enactment of this law.

Cumulative Clause

Sec. 7. The provisions of this Act shall be cumulative of all other laws or parts of laws, general or special.

Severability Clause

Sec. 8. If any provisions of this Act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Acts 1971, 62nd Leg., p. 1971, ch. 513, eff. May 31, 1971.

APPENDIX D

ART. 1011m, V.A.C.S., REGIONAL PLANNING COMMISSIONS

Definitions

Section 1. A. "City" means any incorporated city, town or village in the State of Texas.

B. "Governmental Unit" means any county, city, town, village, authority, district or other political subdivision of the state.

C. "Commission" means a Regional Planning Commission, Council of Governments or similar regional planning agency created under this Act.

D. "Region," "Area," or "Regional" means a geographic area consisting of a county or two or more adjoining counties which have common problems of transportation, water supply, drainage or land use, similar, common or interrelated forms of urban development or concentration, or special problems of agriculture, forestry, conservation or other matters, or any combination thereof. It is the intention of this Act to permit the greatest possible flexibility amoung the various participating governmental units to organize and establish Commissions most suitable to the nature of the area problems as they see them.

E. "Comprehensive Development Planning Process" means the process of (1) assessing the needs and resources of an area; (2) formulating goals, objectives, policies and standards to guide its long-range physical, economic, and human resource development; and (3) preparing plans and programs therefore which (a) identify alternative courses of action and the spacial and functional relationships among the activities to be carried out thereunder, (b) specify the appropriate ordering in time of such activities, (c) take into account other relevant factors affecting the achievement of the desired development of the area, (d) provide an overall framework and guide for the preparation of function and project development plans, (e) make recommendations for long-range programming and financing of capital projects and facilities which are of mutual concern to two or more member governments, and (f) make such other recommendations as may be deemed appropriate.

F. "General purpose governmental unit" means a county or incorporated municipality.

Objectives

Sec. 2. The purpose of this Act is to encourage and permit local units of government to join and cooperate with one another to improve the health, safety and general welfare of their citizens; to plan for the future development of communities, areas, and regions to the end that transportation systems may be more carefully planned; that communities, areas, and regions grow with adequate street, utility, health, educational, recreational, and other essential facilities; that needs of agriculture, business, and industry be recognized; that residential areas provide healthy surroundings for family life; that historical and cultural value be preserved; and that the growth of the communities, areas, and regions is commensurate with and promotive of the efficient and economical use of public funds.

Creation

Sec. 3. (a) Any two or more general purpose governmental units may join in the exercise, performance, and cooperation of planning, powers, duties, and functions as provided by law for any or all such governmental units. When two or more such governmental units agree, by ordinance, resolution, rule, order, or other means, to cooperate in regional planning, they may establish a Regional Planning Commission. But nothing in this Act shall be construed to limit the powers of the participating governmental units as provided by existing law. The participating governmental units, by appropriate mutual agreement, may establish a Regional Planning Commission for a region designated in such agreement, provided that such region shall consist of territory under their respective jurisdictions, including extraterritorial jurisdiction.

(b) The geographic boundaries of Commissions established under this Act must be consistent with State Planning Regions or Subregions as delineated by the Governor and subject to review and modification at the end of each State biennium.

Powers

Sec. 4. (a) Under this Act, a Regional Planning Commission shall be a political subdivision of this State, the general purpose of which is to make studies and plans to guide the unified, farreaching development of the area, to eliminate duplication, and to promote economy and efficiency in the coordinated develolpment of the area. The Commission may make plans for the development of the area which may include recommendations on major thoroughfares, streets, traffic and transportation studies, bridges, airports, parks, recreation sites, school sites, public utilities, land use, water supply, sanitation facilities, drainage, public buildings, population density, open spaces, and other items relating to the effectuation of the general purpose.

(b) The plans and recommendations of the Commission may be adopted in whole or in part by the respective governing bodies of the cooperating governmental units. The Commission may assist the participating governmental units individually or collectively in carrying out plans or recommendations developed by the Commission. The Commission may assist any participating governmental unit individually in the preparation or effectuation of local planning consistent with the general purposes of this Act.

(c) The Commission may contract with one or more of its member governments to perform any service which that government could, by contract, have any private organization without governmental powers perform, provided that such contract imposes no cost or obligation upon any member government not signatory thereto.

(d) A Commission may purchase, lease or otherwise acquire, hold, sell or otherwise dispose of real and personal property. It may employ such staff, and consult with and retain such experts as it deems necessary. It may provide for retirement benefits for its employees by means of a jointly contributory retirement plan with an agency, firm, or corporation authorized to do business in this State. A Commission may participate in the Texas Municipal Retirement System, the State Employees Retirement System or the City, County, and District Retirement System when such established systems by legislation or administrative arrangement make such participation permissible.

(e) Agencies of the State government and of governmental units are authorized to detail or loan employees to a Commission on either a reimbursable or nonreimbursable basis as may be mutually agreed by the State agency or governmental unit and the Commission. During the period of loan or detail the person will continue to be an employee of the lending agency or unit for purposes of salary, leave, retirement and other personnel benefits but will work under the direction and supervision of the Commission. A loan or detail made pursuant to this section shall expire at the mutual consent of the loaning or detailing agency or governmental unit and the Commission.

(f) In each State Planning Region or Subregion in which a Commission has been organized, the governing body of each governmental unit within the Region or Subregion, whether or not such unit is a member of the Commission, shall submit to the Commission for review and comment any application for loans or grants-in-aid from agencies of the federal government (for a project for which the federal government at the time is requiring the review and comment of an areawide planning agency) or agencies of the State of Texas before such application is filed with the federal or State government. For federally-aided projects for which an areawide review is required by federal law or regulation, the Commission shall review such application from the standpoint of consistency with regional plans and such other considerations as may be specified in federal or State regulations and shall enter its comments upon the application, returning same to the originating governmental unit.

(g) With respect to other federally-aided projects and to State-aided projects, the Commission shall advise the governmental units as to whether or not the proposed project for which funds are requested has region wide significance. If it does not have region wide significance, the Commission shall certify that it is not in conflict with the regional plan or policies. If it does have region wide significance, the Commission shall determine whether or not it is in conflict with the regional plan or policies. In making such determination, it may also consider whether the proposed project is properly coordinated with other existing or proposed projects within the region. The Commission shall thereupon record upon the application its views and comments and transmit the application to the originating governmental unit, with a copy to the federal or State agency concerned.

(h) The Governor shall issue guidelines to Commissions and governmental units to carry out the provisions of this Act relating to review and comment procedures.

(i) The Governor and agencies of the State shall provide such technical information and assistance to members of Commissions and their staffs as will increase to the greatest extent feasible the capabilities of such Commissions in discharging the various duties and responsibilities set forth in this Act.

Operations

Sec.5. The cooperating governmental units may through joint agreement determine the number and qualifications of the governing body of the Commission. The governing body of the Commission shall consist of at least sixty six and two thirds percent (66-2/3%) elected officials of general purpose governmental units. The joint agreement may provide for the manner of cooperation and the means and methods of the operation of the Commission. The joint agreement may provide a method for the employment of the staff and consultants, the apportionment of the cost and expenses, and the purchase of property and materials. The joint agreement may allow for the addition of other governmental units to the cooperative arrangement.

Funds

Sec. 6. (a) A Regional Planning Commission is authorized to apply for, contract for, receive and expend for its purpose any funds or grants from any participating governmental unit or from the State of Texas, federal government, or any other source.

(b) The Commission shall have no power to levy any character of tax whatever. The participating governmental units may appropriate funds to the Commission for the cost and expenses required in the performance of its purposes.

(c) A Commission which meets the conditions set forth below shall be annually eligible for a maximum amount of State financial assistance based on the formula: Ten Thousand Dollars ($10,000.00) base grant to each certified organization, plus an additional One Thousand Dollars ($1,000.00) per dues paying member county, plus an additional ten cents ($.10) per capita for all population served of dues paying member counties and incorporated municipalities. The minimum amount of annual State financial assistance for which a Commission shall apply shall be Fifteen Thousand Dollars ($15,000.00).

(d) A Commission to qualify for State financial assistance must have an amount of funds available annually from sources other than federal or state Governments equal to or greater than one-half of the State financial assistance amount for which the Commission applies.

(e) In order to be eligible for State financial assistance, a Commission shall comply with the regulations of the agency responsible for administering this Act and shall:

(1) Offer membership in the Commission to all general purpose governments (counties and incorporated municipalities) included in the State Planning Region or Subregion;

(2) Be composed of two or more general purpose governments having a combined population equal to not less than sixty percent (60%) of the total population of the State Planning Region or Subregion, and for purposes of this Act the population of the county shall be the population outside any dues paying member incorporated municipality;

(3) Encompass a geographical area that is economically and geographically interrelated and which forms a logical planning area or region and includes at least one full county;

(4) Be engaged in a comprehensive development planning process.

Interstate Commissions

Sec. 7. With advance approval of the Governor, a Commission including a region or area which is contiguous to an area lying in another state may join with any similar commission or planning agency in such areas to form an interstate Regional Planning Commission or may permit the Commission in the contiguous area to participate in the planning functions of a Commission formed pursuant to this Act, and the funds provided under the provisions of Section 6 of this Act may be commingled with the funds provided by the state governments having jurisdiction over the contiguous areas.

International Areas

Sec. 8. With advance approval of the Governor, a Commission in a region or area contiguous to areas in the Republic of Mexico may expend the funds available under the provisions of Section 6 of this Act in cooperation with agencies of the Republic of Mexico or its constituent state or local governments for planning studies encompassing areas lying both in this state and in contiguous territory of the Republic of Mexico.

Dissolution

Sec. 9. Unless it has been agreed to the contrary, any participating governmental unit may, by a majority vote of its membership qualified in serving, withdraw from its participation in any Regional Planning Commission.

APPENDIX E

BYLAWS OF THE
CAPITAL AREA PLANNING COUNCIL

PREAMBLE

We, the representatives of local governments in the Central Texas area, hereby join together in a voluntary organization to be known as Capital Area Planning Council, for the purpose of meeting at regular intervals to discuss and study community challenges of mutual interest and concern, and to develop plans, policies and action recommendations for ratification and implementation by member local governments and other appropriate levels of government within the region.

We realize that our individual and common destinies rest with the interdependent actions of the local governments which comprise our region.

This voluntary association which we have formed is a vehicle for closer cooperation and is a voluntary organization of local governments by which the members seek, by mutual agreement, solutions to mutual problems for mutual benefit.

Our goal is to combine our total resources for regional planning beyond our individual capabilities.

ARTICLE I - ORGANIZATION

There is hereby organized a Regional Planning Commission which shall be known as the Capital Area Planning Council which shall be a voluntary association of the local Governmental units located within Bastrop, Blanco, Burnet, Caldwell, Fayette, Hays, Lee, Llano, Travis and Williamson Counties. The Council is organized under the authority of Article 1011m, Vernon's Annotated Civil Statutes, as amended, and may exercise any powers heretofore or hereafter conferred upon it by State Law.

ARTICLE II - OBJECTIVES AND PURPOSES

The objectives of the Council shall be to encourage and permit local units of government to join and cooperate with one another and with other governmental units and public service organizations to improve the health, safety and general welfare of their citizens and to plan for the future development of the Region.

The Council shall have the following general purposes:

1. To make studies and plans to guide the unified, far-reaching development of the Region and assist any participating governmental unit in the preparation of the plans or effectuation of plans consistent with the general objectives and purposes of the Council.

2. To eliminate duplication and to promote economy and efficiency in the coordinated development of the Region.

3. To serve as a mutual forum to identify, discuss, study and bring into focus regional challenges and opportunities.

4. To serve as a vehicle for the collection and exchange of regional information and to provide for effective communication and coordination among governments and agencies.

5. To foster, develop and review policies, plans and priorities for regional growth, development and consideration.

6. To furnish general and technical aid to member governments.

7. To facilitate agreements and cooperative action proposals among member governments for specific projects or other interrelated developmental needs.

8. To maintain liaison with members, governmental units and groups or organizations and to serve as a regional spokesman for local governmental interests.

9. To review, coordinate, and expedite federal, state and local programs that are of a regional nature.

10. To develop plans or programs or carry out such activities as may be agreed upon by the Council.

ARTICLE III - MEMBERSHIP

1. Governmental units and other agencies, as identified below, may establish and retain membership in the Council by appropriate legal action of its governing body; and complying with the requirements in the Bylaws concerning financial contributions of its members.

2. The membership categories and organizations eligible to become members of the Council shall be as follows:

a. FULL MEMBERS: Counties, cities, towns and villages

b. ASSOCIATE MEMBERS: Independent (and common) school districts and water, sewer, hospital and other special districts.

c. AFFILIATE MEMBERS: Other local, state and federal governmental units or agencies, publicly and privately owned public utilities; and non-profit organizations specifically concerned with health, welfare, economic and civic development, subject to the approval of the Executive Committee.

3. To be eligible for membership, a governmental unit or other organization shall be situated, in whole or in part, within the area described in Article I of these Bylaws.

4. A member of the Council may withdraw by appropriate legal action of its governing body and the forwarding of said action to the Chairman or Executive Director of the Council.

5. A member which is more than six (6) months in arrears in its dues, as set forth in Article VIII of these Bylaws shall have its membership suspended by the Executive Committee.

ARTICLE IV - REPRESENTATION AND VOTING

1. At least seventy-five percent (75%) of the voting representatives in the General Assembly of the Council shall be elected officials of the governing bodies of counties, cities, towns and villages.

2. FULL MEMBERS shall have representation in accordance with the following schedule based on the population as of the last official United States Census:

COUNTIES	CITIES	REPRESENTATIVES
Under 20,000	Under 10,000	1
20,000 - 100,000	10,000 - 50,000	2
100,000 -	50,000 - 100,000	3
	100,000 -	4 (1 may be non-elected)

Representatives shall be selected by the governing body of the governmental unit.

a. Elected officials appointed as representatives shall serve for the term of their elected office. Non-elected representatives shall serve for terms of two (2) years.

b. Representatives of FULL MEMBERS shall have one (1) vote each and shall have voting privileges in the General Assembly and all committees of the Council. They may serve on any committee of the Council.

3. Citizen Representatives shall be appointed by a delegation of FULL MEMBER representatives, previously described, from each county and the cities, towns and villages within that particular county.

a. One (1) citizen representative shall be appointed by the delegation of FULL MEMBER representatives from a particular county for every three (3) elected official representatives within the delegation.

b. Citizen representatives shall serve for terms of two (2) years.

c. Citizen representatives shall have one (1) vote each and shall have voting privileges in the General Assembly and all committees of the Council. They may serve on any committee of the Council.

3A. Special Representatives shall be elected from their respective interest groups.

a. Such election shall be held in an annual caucus held prior to the annual meeting of the General Assembly.

b. A special representative shall be elected for Natural Resources, and a special representative shall be elected for Human Resources. Natural Resources shall be defined to include water districts, conservation districts and any other special districts whose interests are predominately associated with natural resources as determined by the Executive Committee.

Human Resources shall be defined to include hospital districts, school districts and any other special district whose interests are predominately associated with human needs or services.

c. Special representatives shall serve for a term of one (1) year.

d. Special representatives shall have one (1) vote each and shall have voting privileges in the General Assembly and all committees of the Council. They may serve on any committee of the Council.

4. Each ASSOCIATE MEMBER shall have one (1) representative who shall be an elected official of the governmental unit unless otherwise approved by the Executive Committee.

a. Elected officials serving as representatives of ASSOCIATE MEMBERS shall serve for the term of their elected office. Non-elected representatives shall serve for terms of two (2) years.

b. Representatives of ASSOCIATE MEMBERS will not have voting privileges in the General Assembly but each said representative shall have one (1) vote each in all committees to which they may be appointed. Said representatives may serve on all committees of the Council except the Nominating and Executive Committees.

5. Each AFFILIATE MEMBER shall have one (1) representative.

a. Representatives of AFFILIATE MEMBERS shall serve for terms of two (2) years.

b. Representatives of AFFILIATE MEMBERS will not have voting privileges in the General Assembly but each said representative shall have one (1) vote in any committee to which they are eligible. Said representatives may serve on all committees except the Executive and Nominating Committees.

6. The General Assembly may establish a system of beginning and ending dates for terms of office of non-elected representatives. Said system of terms of office shall take into account the organizational, fiscal and other factors affecting the member governmental units and other organizations and the continuity of the operations of the Council.

7. A representative may be replaced at any time by the appointing authority. Vacancies in an unexpired term shall be filled by the appointing authority for the remainder of the term. A non-elected representative whose term has expired shall continue to serve until reappointed or replaced by the appointing authority.

ARTICLE V - THE GENERAL ASSEMBLY

1. The representatives of members shall meet as a General Assembly not less than three (3) times each year. Upon organization of the Council, the General Assembly shall designate one of the three yearly meetings as the Annual Meeting at which election of officers, election of Executive Committee members and such other designated or appropriate items of business are carried out.

2. In addition, the General Assembly may meet upon call of twenty percent (20%) of the FULL MEMBERS, upon call of the Chairman or upon call of the Executive Committee. Called meetings of the General Assembly shall be announced by written notice served upon or mailed to each representative at least ten (10) days prior to the meeting. The written notice shall specify the time, place and object of the meeting. Written notice may be waived by favorable vote of two-thirds (2/3rds) of the voting representatives.

3. One-third (1/3rd) of the total number of representatives of FULL MEMBERS shall constitute a quorum for the transaction of business.

4. When a quorum is present at any meeting of the General Assembly, the majority vote of the representatives present shall decide any question brought before such meeting unless otherwise specified in these Bylaws.

5. A majority vote of the total vote in the General Assembly shall be required to amend the Bylaws.

6. At the initial organizational meeting and the subsequent Annual Meetings of the General Assembly, there shall be elected a Chairman, Vice-Chairman, Secretary and Treasurer who shall be the officers of the General Assembly. At the initial organizational meeting or Annual Meeting, the General Assembly shall elect three (3) Executive Committee members from Travis County and one (1) Executive Committee members from each of the other counties represented, who shall, together with the aforenamed officers, and the immediate past Chairman of the General Assembly (provided that he continues to be an elected official), constitutes the Executive Committee. An Executive Committee member shall be representative of a FULL MEMBER or a Citizen Representative or a Special Representative, from within each county comprising the Council. Seventy-five percent (75%) of the Executive Committee shall be elected officials of FULL MEMBERS.

7. As a general, but not exclusive, guide, the General Assembly shall have the following functions, duties and responsibilities:

a. To establish the overall policies and the specific objectives and purposes of the Council.

b. To establish such permanent Committees, not otherwise described in these Bylaws, to assist in carrying out the purposes, functions, duties and responsibilities of the Council. The methods of appointment, size, composition and purpose of said committees shall be at the discretion of the General Assembly.

c. To appoint or otherwise select not less than five (5) members, all of whom shall be representatives of FULL MEMBERS, including Citizen Representatives, to a Nominating Committee which shall nominate at least one (1) qualified representative for each elective office of the General Assembly including the Executive Committee members. The Nominating Committee shall recommend, in writing, the names of nominees at least fifteen (15) days in advance of the Annual Meeting of the General Assembly.

d. To consider and adopt an annual budget for the Council.

e. To select, should a vacancy occur, a member to the Executive Committee or to such other committees as the General Assembly has established at a special meeting of the General Assembly.

f. To review, if deemed necessary or desirable, any actions of the Executive Committee.

ARTICLE VI - EXECUTIVE COMMITTEE

1. The Executive Committee shall be the governing body of the Council between the meetings of the entire membership; shall be responsible for the general policies and programs of the Council; and shall be responsible for the control of its funds. The officers of the Council will serve as officers of the Executive Committee and the Chairman of the Council, or, in his absence, the Vice-Chairman shall preside at all meetings of the Executive Committee.

2. The Executive Committee shall meet monthly at a time and a place which it shall designate. The Chairman or one-third (1/3rd) of the membership may call special meetings of the Executive Committee.

3. Fifty-one percent (51%) or more of the total number of the members of the Executive Committee shall constitute a quorum for the transaction of all business. When a quorum is present at any meeting, the majority vote of the members present shall decide any question under consideration.

4. Seventy-five percent (75%) of the total number of members shall be elected officials.

5. A member of the Executive Committee that has two (2) consecutive unacknowledged absences will forfeit that office.

6. In the event of vacancy occurring in the elected offices or on the Executive Committee, the election of an officer or member of the Executive Committee to fill the vacancy shall be conducted in accordance with the provisions of Article V, Section 7, Paragraph c, at the next meeting of the General Assembly.

7. The Executive Committee shall have the following functions, duties and responsiblities:

a. To have prepared and to recommend and submit to the General Assembly an annual budget for its action and approval. The Executive Committee shall submit said proposed budget to the General Assembly at least thirty (30) days prior to consideration.

b. To contract for services of persons or firms or units of government to carry out the approved programs of the Council.

c. To acquire, construct, own and dispose of property, equipment, supplies and office space required in the performance of its duties.

d. To receive, review, and, if necessary, act upon any reports and recommendations of the various committees of the Council and to notify the members of the General Assembly of any action taken.

e. To take such other actions, make recommendations and formulate policy on those matters which may be delegated to it by the General Assembly and which will best effectuate and carry out the purposes and objectives for which the Council is created.

ARTICLE VII - EXECUTIVE DIRECTOR AND STAFF

1. The Executive Committee shall employ an Executive Director, who shall be qualified by training and experience, who shall faithfully execute all duties and responsibilities vested in or required of him, and shall serve at the pleasure of the Executive Committee.

2. The Executive Director shall be the chief administrative officer of the Council and shall, subject to the rules and regulations of the Council, act for and in the name of the Council and appoint and remove all subordinate employees of the Council.

3. Under the direction of the Executive Committee, the Executive Director shall prepare a proposed annual budget and submit said proposed budget to the Executive Committee for review, recommendation and submission to the General Assembly.

4. The Executive Director shall recommend the employment of consultants to the Executive Committee for its approval.

ARTICLE VIII - FINANCE

1. Each governmental unit becoming a member of this Council during the first year of operation shall pay dues on the basis of the following schedule:

Dues: The annual dues for each category of membership shall be as follows:

Counties: 5¢ per capita based on last Census, minimum of $50.

Cities: 10¢ per capita based on last Census, minimum of $50.

School Districts: 5¢ per capita for enrollment up to 2,500 (minimum of $50) plus 2¢ per capita for enrollment between 2,500 and 10,000; plus 1¢ per capita for enrollment above 10,000 up to a maximum of $500.

Water, Sewer, Hospital and other Special Districts: $50

Public Utilities: $250

Other Agencies or Organizations: $100

The above described dues schedule shall be continued as the annual dues of each unit of government or agency unless the Executive Committee recommends to and the General Assembly adopts an amended schedule in conjunction with the review and adoption of the annual budget. In the event of an emergency or need for additional interim funds, the Executive Committee may recommend to and the General Assembly may adopt a schedule of special assessments for members in all categories or in selected categories.

2. Annual dues shall become due and payable to the Council at the beginning of each calendar year. The Executive Committee may authorize, upon request of a member, the payment of dues in two equal payments during the year.

3. In the event that State or Federal laws or regulations prohibit the payment of such dues by a governmental unit or agency, the General Assembly, upon recommendation by the Executive Committee, may waive said dues for the particular governmental unit or agency.

4. The Council may apply for, contract for, receive and expend funds or grants from the State of Texas, the United States of America or any other authorized source.

5. Funds of the Council shall be deposited in a depository to be designated by the Executive Committee and may be expended upon check signed and counter-signed by such officers, agents or staff members as may be designated by the Executive Committee.

ARTICLE IX - ADOPTION AND AMENDMENT

1. These Bylaws shall become initially effective upon adoption of the Agreement governing bodies of the County of Travis and the City of Austin. These Bylaws shall become effective upon any other political subdivision or agency within the region upon adoption of the Agreement by the governing body of said political subdivision or agency in the region provided that the jurisdiction of the political subdivision or agency is contiguous to an existing or concurrent member.

2. These Bylaws may be amended at any meeting of the Council by affirmative vote of a majority of the total voting strength in the General Assembly, provided that at least ten (10) days notice in writing is given to all representatives setting forth the proposed amendment. In the alternative, these Bylaws may be amended by a mailout ballot, by affirmative vote of a majority of the total voting strength in the General Assembly, provided that the voting members of the General Assembly have sufficient time to reply to the mail election and that sufficient safeguards have been taken to insure delivery of all ballots. The Executive Committee shall determine the method for holding the election.

ARTICLE X - ANNUAL REPORT AND AUDIT

The Council shall have prepared an annual report which shall be submitted to all members of the governing bodies of all member governmental units. The Council shall have an annual audit made of its financial accounts and transactions during the preceding fiscal year and shall include a summary of such audit to all member governmental units.

APPENDIX F

Texas Education Code
Section 11.32
As Amended through the
64th Texas Legislature
1975

REGIONAL EDUCATION MEDIA CENTERS

(a) The State Board of Education shall provide, by rules and regulations, for the establishment and operation of Regional Education Media Centers to furnish participating school districts with education media materials, equipment and maintenance, and educational services.

(b) Centers approved by the Central Education Agency as meeting the Board of Education requirements are established for the purpose of developing, providing and making available to participating school districts, among other education media services, the following:

(1) lending library service for educational motion picture films, 16 mm and 8 mm or improvements thereof, with such processing and servicing of films as is needed to maintain the library;

(2) lending library service for 35 mm slides, or improvements thereof, filmstrips, and disc recordings;

(3) comprehensive lending library collection of programmed instruction materials for both remedial and enrichment purposes;

(4) educational magnetic tape duplicating service for both audio and visual tapes, with the agency central duplicating faculty servicing the regional centers for program materials;

(5) overhead and other projection transparency duplicating service to provide visuals from prepared master copies; and

(6) professional and other services to assist schools in effective and efficient utilization of all center materials and services.

(c) Regional centers shall be located throughout the state so that each school district has the opportunity to be served and to participate in an approved center, on a voluntary basis. No center shall be approved unless it serves an area having 50,000 or more eligible scholastics in average daily attendance for the next preceding school year, except that the Central Education Agency may make an exception for sparsely populated areas.

(d) A Regional Education Media Center is an area center, composed of one or more Texas school districts, that is approved to house, circulate, and service educational media for the public schools of the participating districts.

(e) Each center shall be governed by a five- or seven-member board. The board size shall be determined locally and recommended in the initial application for center approval. The State Board of Education shall adopt uniform rules and regulations to provide for the local selection, appointment, and continuity of membership for regional center boards. Vacancies shall be filled by appointment by the remaining members of the regional board for the unexpired term. All members shall serve without compensation.

(f) The Regional Media Board is authorized to employ an executive director for its respective center and such other personnel, professional and clerical, as it deems necessary to carry out the functions of the center, and to do and perform all things which it deems proper for the successful operation thereof, and to pay for all operating expenses by warrants drawn on proper funds available for such purpose.

(g) Any school district which is a participant member of a Regional Education Media Center may elect to withdraw its membership in the center for a succeeding scholastic year, electing not to support nor to receive its services for any succeeding year. Title to and all educational media and property purchased by the center shall remain with and in the center.

(h) The Central Education Agency, through its audit and accreditation divisions, shall review for purposes of continuity and standardization the services of the centers.

(i) The cost incident to setting up the centers, their operation, and the purchase of education media supplies and equipment shall be borne by the state and each participating district to the extent and in the manner provided in this section.

(j) The state shall allot and pay to each approved center annually an amount determined on the basis of not to exceed $1 per scholastic in average daily attendance for the next preceding school year in the district or districts that are participants in an approved center. The funds or amount provided by the state shall be used only to purchase, maintain, and service educational media or equipment for the center which have had prior approval of its Regional Media Board and the Central Education Agency through its budgetary system.

(k) School districts as participant members in the center shall provide and pay to the proper center a proportionate amount determined on its ADA for the next preceding school year matching the amount provided by the state. The matching funds provided by the participant districts, including any donated or other local-source funds, may be used to pay for costs of administration of and/or servicing by the center and to purchase supplemental educational media. A center shall not enter into obligations which shall exceed funds available and/or reasonably anticipated as receivable for the current school year.

(l) Annually, pursuant to such regulations and procedure as may be prescribed by the agency, the governing board of each center shall determine the rate per pupil based on ADA the next preceding school year, not to exceed the $1 limit prescribed in this section, which shall constitute the basis for determination of total amount to be transmitted by participant districts to the center and as matching funds from the state's contribution to this program.

(m) The state's share of the cost in the Regional Education Media Centers program herein authorized shall be paid from the minimum foundation school program fund, and this cost will be considered by the Foundation Program Committee in estimating the funds needed for foundation program purposes. Nothing in this section shall be construed to prohibit a center from receiving and utilizing matching funds in any amount for which it may be eligible from federal sources.

Texas Education Code
Section 11.33
As Amended through the
64th Texas Legislature
1975

REGIONAL EDUCATION SERVICE CENTERS

(a) The State Board of Education may provide for the establishment and a procedure for the operation of Regional Education Service Centers by rules and regulations adopted under this section and the provisions of Section 11.32, to provide educational services to the school districts and to coordinate educational planning in the region.

(b) The governing board of each Regional Education Service Center, under rules and regulations of the State Board of Education, may enter into contracts for grants from both public and private organizations and to expend such funds for the specific purposes in accordance with the terms of the contract with the contracting agency.

(c) Basic costs for the provision of regional education services to school districts and coordination of educational planning in the region and for administrative costs necessary to support these services shall be paid from the Foundation School Program under a formula developed by the state commissioner of education and approved by the State Board of Education. Such allotment amounts here authorized to be granted by the State Board of Education shall not exceed in any year a sum equal to $3 multiplied by the average daily attendance in the public schools of Texas as determined for the next preceding school year.

(d) A program of financial assistance for computer services to school districts of the state through Regional Education Service Centers shall be developed by the State Board of Education to encourage a planned statewide network or system of computer services designed to meet public school educational needs, current and future. Toward achievement of maximum efficiency and to insure a practicable uniformity in services, the State Board of Education, by rules and regulations, shall adopt eligibility requirements for data processing computer services to receive the state financial assistance authorized herein.

(e) Only computer services that are provided by or through a Regional Education Service Center to make available computer services required to meet the needs of the school districts of one or more Education Service Center regions shall be eligible for financial assistance hereunder.

(f) The Central Education Agency annually shall approve a state assistance allotment for computer services to be paid to eligible Regional Education Service Centers that qualify, and in an amount to be determined under rules and regulations adopted by the State Board of Education for that purpose; provided that the allotment amounts here authorized to be granted by the State Board of Education shall not exceed in any year a sum equal to $1 multiplied by the average daily attendance in the public schools of Texas as determined for the next preceding school year.

(g) The state's share of the cost of this program authorized by Subsections (d), (e), and (f) of this section shall be paid from the Foundation School Fund, and this cost shall be considered by the Foundation School Fund Budget Committee in estimating the funds needed for Foundation School Program purposes.

APPENDIX G

RESPONSIBILITIES OF AGENCIES AND LEVELS OF GOVERNMENT IN SERVICES TO THE BLIND AND PHYSICALLY HANDICAPPED

The Public Library Systems

Each public library system should receive funds from the State to be used for a program of library services to visually and physically handicapped readers in the system area, the program to be developed with the assistance of an advisory committee which includes selective media readers and to give attention to the following features.

1. Employing a person or persons for a number of hours each week relating to the estimated number of visually and physically handicapped persons in the system area, but not less than 17½ hours per week. Where geographic and other conditions make it appear advantageous, the public library systems are advised to pool their resources and share the services of a single person. The duties of such a person should include:

    a. Helping to locate selective media readers and potential readers and informing and assisting them to make the best use of available resources.

    b. Otherwise helping to publicize the services of the library systems and the libraries in the system area.

    c. Assisting libraries in the system area to serve selective media readers by all the means available to them.

    d. Maintaining liaison with other agencies serving the same clientele, including the 3R's (reference and research library resources) systems.

    e. Supervising and overseeing the loan of a collection of reading aids and reading materials to libraries and agencies in the system area.

    f. Overseeing the transcribing of specific materials not otherwise available.

    g. Helping to obtain and train volunteers in all of the above activities and overseeing and coordinating their efforts.

Excerpted from: Sam Prentiss. Improving Library Services to the Blind, Partially Sighted, and Physically Handicapped in New York State: A Report Prepared for the Assistant Commissioner for Libraries. Albany, The State Education Department, 1973, pp.29-33.

2. Developing and distributing information materials and programs to supplement those made available from the State library agency.

3. Developing within the system a collection of reading aids for loan to public and college libraries and other institutions in the system area having a need for such equipment; and providing assistance to public, college, or other libraries willing to establish reading centers for partially sighted readers.

4. Conducting or sharing in the conduct of training programs for volunteers and library staff members.

5. Arranging for materials, equipment, and personnel for transcribing specific materials not otherwise available.

6. Where appropriate, providing small rotating collections of large-print or other selective media materials for loan to libraries and institutions in the area.

7. Providing, and where necessary for local resources, developing, suitable bibliographic aids to assist in the identification of needed materials in all usable formats.

8. Administering a modest program of financial aid to community libraries or other agencies from funds received from the State for services to selective media readers, providing financial support for, or contracting for, the operation of programs and services, or for whatever other specific purposes will be most effective in furthering the program.

The Local Community

A very small minority of the visually and physically handicapped persons in most communities are users of the public library at this time. A survey conducted in Pennsylvania in 1968 showed it to be an optimistic 1.3 percent of the total estimated eligible population in that state, and there is no reason why it would be significantly different in New York State. There are undoubtedly several reasons for this, but the average public library has had little or nothing for handicapped users, and if it happened to have something useful, no one knew about it. This would seem to be reason enough.

The statewide program outlined in this document is intended to involve the local library very intimately, because it is at this point that viable contacts between the user and the library are most likely to happen. Where the library users are students, they will, of course, also be members of the school or college community and hence will use the school or college library to meet many of their needs. In the sense that the term "local library" is used here, it is meant to include school and college libraries as the place where the actual transaction occurs between the library and the user.

While it is not reasonable to expect that the local library can provide completely on its own the knowledge and resources necessary for such a highly specialized service, it is reasonable to expect the local library to accept its share of the responsibility for service to selective media readers in its community of users and to take full advantage of the help available to it.

The local library's role, then, should include the following.

1. First and foremost, and as a very minimum, the local library should take positive steps, using all of the materials, media, services, and assistance available to it, to locate handicapped persons and to see that they understand about library services and are assisted to use them. "Assistance" in this sense may mean, for example, registration with a regional library for the blind and physically handicapped, securing or servicing equipment such as a tape cassette player, locating special materials or transcribing services, assistance in book selection, hand delivery of materials and equipment, or innumerable other functions. More often than not, in public libraries at least, the use of volunteers will be desirable in carrying out these services.

2. Depending on the size of the library's community, and according to standards to be developed by the State library agency, the local public library should:

    a. Maintain rotating collections of materials in various media on loan from the library system, regional library, or other source, as well as reading devices for the partially sighted. Larger libraries will likely want to own some of the most-used materials and equipment. The local library should borrow from statewide, systemwide, and other pools specific materials to meet special user needs.

    b. Maintain on a permanent basis such minimal reference tools as can be justified by their anticipated use (e.g., a braille dictionary).

    c. Maintain extensive bibliographic tools and services in order to locate selective media materials in other collections.

    d. Provide, or arrange for access to, transcribing services for urgently needed materials not otherwise available.

3. All public libraries should make a special effort to develop and encourage the use of any and all services which handicapped and nonhandicapped users will find equally useful.

   Systems and large cities should, for example, explore dial-up telephone information services, such as are provided in the District of Columbia, for 24-hour information on current activities in the community and many other information possibilities. Prerecorded tapes, prepared, serviced, and supervised by handicapped persons could provide, at the same time, useful employment and a useful information service.

4. All local libraries should encourage the use of library materials and services in the library building. Wherever there is any possibility of such use, buildings should be so located and arranged that handicapped persons can use them as conveniently and effectively as possible. Listening rooms and areas equipped with special reading aids and materials should be given consideration. Wherever possible, an architect who has made a study of eliminating architectural barriers should be employed, and an advisory committee representing handicapped persons is always desirable.

5. There will be situations in which the library system will wish to designate a suitable public library to carry out, on a contractual basis, more or less of the systemwide service program. In such cases there should be assurance that the entire system area will be equitably served.

6. There is a large reservoir of good will and resources in every community which can add immeasurably to the library's capacity to meet the library needs of handicapped persons. It is part of the library's job to tap that reservoir. This includes liaison with other public and private agencies which provide, or are interested in, services to the visually and physically handicapped; the recruitment and training of volunteers; and the solicitation of gifts, such as reading aids.

APPENDIX H

FUNCTIONS AND RESPONSIBILITIES OF STATE LIBRARY AGENCIES

	No. of States[a/]		
Functions and Responsibilities	Primary Function	Shared Function	Not a Function
A. Statewide Library Services Development			
1. Coordination of academic libraries	16	27	7(T)
2. Coordination of public libraries	46(T)	2	2
3. Coordination of school libraries	12	20	18(T)
4. Coordination of institutional libraries	37	10	3(T)
5. Research	20	22	8(T)
6. Coordination of library systems	43 (T)	4	3
7. Consulting services	45(T)	3	2
8. Interlibrary loan, reference and bibliographic service	41(T)	8	1
9. Statistical gathering and analysis	44 (T)	4	2
10. Library legislation review	33	10(T)	7
11. Interstate library compacts and other cooperative efforts	42	4(T)	4
12. Specialized resource centers	20(T)	23	7
13. Direct service to the public	20	20	10(T)
14. Annual reports	44	4	2(T)
15. Public relations	25	24(T)	1
16. Continuing education	22(T)	24	4
B. Statewide Development of Library Resources			
1. Long-range planning	44(T)	5	1
2. Determination of size and scope of collections in the State	12	25(T)	13
3. Mobilization of resources	22	20(T)	8
4. Subject and reference centers	15	30(T)	5

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*(T) indicates function or responsibility of Texas State Library

	No. of States[a]		
Functions and Responsibilities	Primary Function	Shared Function	Not a Function
5. Resources - books	21(T)	26	3
6. Resources - other printed materials	18(T)	27	5
7. Resources - multi-media	13	29	8(T)
8. Resources - materials for the blind and handicapped	34(T)	14	2
9. Coordination of resources	35(T)	12	3
10. Little used materials	16	15(T)	19
C. Statewide Development of Information Networks			
1. Planning for information networks	36(T)	13	1
2. Provision of centralized facilities	26	20(T)	4
3. Exchange of information and materials	26(T)	22	2
4. Interstate cooperation	39(T)	6	5
D. Financing Library Programs			
1. Administration of federal aid	45(T)	4	1
2. Administration of state aid	37(T)	3	10
3. Financing of library systems and networks	34(T)	8	8

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[a] Source: Paul Albright, Editor. The Book of the States, 1974-75, The Council of State Governments, Lexington, Kentucky, 1974.

A STUDY OF THE TEXAS STATE LIBRARY SYSTEM

PHASE III (FINAL) REPORT:

MODEL LEGISLATION AND ANALYSIS

MARCH 1976

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I. INTRODUCTION

This is the third and final report of A Study of the Texas State Library System, and proposes specific legislation intended to strengthen and expand cooperative efforts now underway for library development in the State, to broaden the base of participation to include all libraries, and to give all libraries a voice in system management and program development. The legislation as proposed also is designed to provide a rational basis for strong state support of cooperative systems, to foster improved local financing of libraries, to provide an objective and impartial voice at the state level for all libraries regardless of sponsorship, to promote higher and more consistent quality of library service throughout the state, to inspire and facilitate professional development among librarians, and to strengthen long-range planning of library development. All of these legislative goals relate to the needs of the people served and, if they were reduced to single expression, might read as follows:

> The prime objective of the State Library System is to assist its member libraries in providing all residents of Texas, wherever they may be, well developed local library collections and services, and to provide reasonable access to all other bibliographic resources of the State and ultimately of the nation, wherever they may be.

These are laudable goals. The proposed legislation as presented herein evolved from an intensive analysis of cooperative endeavors to date in Texas and subsequently an examination of alternative organizational and procedural means for advancing these endeavors.

Phase I Report

The first report in this study, a look at the past and present, was subtitled Phase I Report: Analysis of the Governance and Operations of the System, December 1975. This report examined the historical background of the development of library cooperation in recent years in Texas. Excellent leadership, acting through the Texas Library Association, had proposed an ambitious program of cooperation through systems, aided by the State Library. The librarians of the State adopted the proposal. Although the resulting legislation of 1969 excluded all but public libraries from membership, the systems were organized in a great spirit of unity under the direction of the largest public libraries in the State. A start was made and, despite the lack of adequate financial support until 1974, the concept of cooperation was endorsed and fostered by the participating librarians. Important progress in library service was noted in several program areas and was incipient in others.

However, by 1975 it became evident that serious problems were developing. The stresses and deficiencies of existing cooperative endeavors were well expressed by the librarians and by members of the Advisory Councils of the systems during the first phase of this study. The achievement of adopted goals for library service was found to be hindered in a number of unexpected ways under the prescribed organization. In fact, a crescendo of additional problems could develop before desired corrective changes in governance are effected. However, unless the issues become so serious as to divide the public library community prematurely, the examination of possible new courses of action should enable public libraries, in cooperation with all other types of libraries as originally planned, to adopt a more workable and comprehensive plan and successfully to sponsor the corresponding legislative changes. This study is intended to facilitate such action.

Phase II Report

The second report of this study, subtitled Phase II Report: Alternative Models for Organization and Governance, January 1976, identified basic organizational policies deemed fundamental for cooperative library endeavors. They included expansion of membership to encompass all libraries that might choose freely to participate, placement of system governing authority in the hands of member libraries, designation of coordinative responsibility and financial support in the State Library, and decentralization of delivery and management of services to systems and their member libraries.

Examination of alternative models of governance with respect to carrying out these policies led to recommendation for simplification of the Library Systems Act of 1969, setting forth essential policies, authority, objectives, and organizational structure, and leaving details to be adopted by rules and regulations of the State Library and by regulations of the respective systems. Participation of professional librarians and representatives of library governing authorities at both system and state levels was included. Standards of local effort would be encouraged in order that services would be shared in reasonable proportion.

In particular it was desired that the plan of governance might enable all parties to identify and solve problems in an orderly way without escalating conflict to levels destructive of their desire to cooperate in meeting important mutual goals. For many groups in society, the greater danger to achievement of common goals is internal conflict rather than external opposition. Due to the beneficial objectives of better library service, it is reasonable to think that society will support the library community if it can itself agree on better means to achieve them. A good organizational means to forge policy, resolve conflicts, and apportion benefits without self-defeating levels of disagreement in the process is clearly essential. No human organization is guaranteed perpetual existence. Internal conflict characterizes them all. But some use it constructively for determining needed changes, and are remarkable in their resiliency and effectiveness. For these a good system of governance, as well as reasonable participants, is recognized as critical. The library community, too, should have the best that can be devised.

Phase III Report

This final phase of the study has as its primary objective the development of model legislation for the Texas State Library System. Such proposed legislation directly follows this introduction, as Chapter II of the Phase III (Final) Report. In organizing this report, it was considered desirable for the reader to be introduced quickly to the text of the proposal. By so doing, subsequent comments on various sections of the legislation will have more meaning to the reader. In cases where the purpose or reasoning behind portions of the proposal are not fully apparent on first reading, reference can again be made to them while reading succeeding chapters that elaborate thereon.

Comments on the Form and Content of the Proposed Legislation

Although much language of the 1969 Library Systems Act was utilized in the new draft, the structure was substantially modified. In the legislative process it will be logical to substitute the new proposal in its entirety for the previous article comprising the 1969 Act.

The model herein follows a pattern of dealing with the governance downward through the hierarchy, first of the State Library, then of a district library system. After the definitions, the major purposes of the proposed act are presented as a declaration of intent by the Legislature. Following thereafter are sections relating to the role of the State Library and Historical Commission, and Advisory Board on system affairs, rules of the Commission, and the State Librarian.

After setting forth responsibilities at the state level, the model then takes up the district library systems, boundaries of systems, system membership, system establishment and termination, district assembly, district board, system director, and system planning council.

Authorization for state grants, their purpose and allocation, represent the third major element of the proposal.

The fourth and final feature of the model is arrangements for interstate cooperation. The proposal is the standard interstate library compact already passed by many states including those bordering on Texas. In essentially this form interstate library compact has been introduced in the Texas Legislature previously. Failure of adoption has been attributed to the press of other state business rather than to opposition. Because if related to cooperative library endeavors, it fits logically in the proposed new system legislation.

Consideration of the Proposed Legislation

The model legislation proposed herein is intended for consideration, and modification as desired, by the State Library and the library community. It also has been proposed that the Texas Library Association, original sponsor of the system concept for Texas libraries, serve as a forum to provoke widespread discussion.

This report, and the two preceding, are intended to define the issues in library system governance and to discuss the related arguments in such a manner that the reasoning behind the proposed model may be well understood, and that the effect of any proposed changes therein may also be understood and assessed in the light of data and argument presented.

The following chapter is exclusively the text of the proposed model legislation.

Study Methodology

The heart of this phase of the study is the model legislation. Due to consultation with many informed persons, it went through several drafts. The Systems Study Advisory Committee, Advisory Board, and the Commission, together with the State Librarian and his staff, met in February to review the proposal at a stage when their comments could be most helpful. This meeting served to reach a consensus on the philosophy and the general structure of the proposed amendment, and numerous specific suggestions were made which were subsequently reflected in content.

The Phase III Report was written for the most part by Dr. John O. Hall and James W. Doyle of the regular staff of Public Administration Service. Several Special Consultants contributed significantly to this phase of the study. Dr. Edward G. Holley, Dean of the School of Library Science, University of North Carolina, formerly Director of Libraries of the University of Houston and immediate Past President of the American Library Association wrote the chapter on the potential of cooperative systems when other types of libraries, especially academic and school, join with public libraries. Dr. Holley also reviewed and commented on an early draft of the proposed legislation while spending several days in Texas for that purpose. Lester L. Stoffel, Executive Director of the Suburban Library System of Illinois spent several days in Austin reviewing the proposed legislation in detail and recommended a number of important clarifications and changes. Alphonse F. Trezza, Executive Director of the National Commission on Libraries and Information Science, Washington, D. C. read the proposal and made a number of recommendations which were incorporated. He also reviewed the proposed legislation against previous findings and recommendations of the study. A draft of the proposed law also was read and commented by Keith Doms, Director of the Free Library of Philadelphia and former President of the American Library Association. Finally Seth S. Searcy, III, attorney-at-law in Austin and for several years a specialist in the preparation of legislation with the Texas Legislative Council, made substantial contributions not only with respect to legal consistency and substantive intent, but also in format and legislative style.

II. MODEL LEGISLATION FOR TEXAS STATE LIBRARY SYSTEM

A BILL TO BE ENTITLED

AN ACT

relating to creation of a cooperative state library system; amending Chapter 24, Acts of the 61st Legislature, Regular Session, 1969 (Article 5446a, Vernon's Texas Civil Statutes; adopting the Interstate Library Compact; and declaring an emergency.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

Section 1. Chapter 24, Acts of the 61st Legislature, Regular Session, 1969 (Article 5446a, Vernon's Texas Civil Statutes), is amended to read as follows:

"SUBCHAPTER A. GENERAL PROVISIONS

"Sec. 1. SHORT TITLE. This Act shall be known and may be cited as the Library Cooperation and Systems Act.

"Sec. 2. PURPOSE. (a) The Legislature declares that it is in the interest of the people of this state to aid and encourage the development of voluntary, cooperative library systems throughout the state, without, however, impairing the principle of self-help or diminishing local control. To this end the Legislature declares the following as purposes of this Act:

(1) to provide and enhance library service in the most effective and economical manner for all people;

(2) to extend library service to all areas of the state;

(3) to encourage library development through the cooperation of all types of libraries--academic, public, school, and special;

(4) to foster access by every citizen to the library materials in the state, wherever they may be, through interlibrary-loan and reciprocal borrowing programs;

(5) to provide specialized library services to the blind, physically handicapped, institutionalized, and other disadvantaged persons;

(6) to encourage cooperative policies in the acquisition of library materials in order to improve library collections at the lowest possible cost consistent with reasonable access;

(7) to cooperate with libraries and library systems in other states and nationally in improving library services;

(8) to encourage the employment and continued professional development of trained librarians;

(9) to strengthen the interest and support of libraries by local governments and other public agencies;

(10) to collect, compile, and publish statistics of library service for all libraries.

(b) The resources of this state shall be allocated according to a balanced program, based upon continual analysis of the people's library service needs and relative advantages of their fulfillment through cooperative systems, and designed to carry out the purposes declared in Subsection (a).

"Sec. 3. DEFINITIONS. In this Act, unless the context requires a different definition:

(1) "state library" means the Texas State Library;

(2) "Commission" means the Texas State Library and Historical Commission;

(3) "state librarian" means the Director and Librarian of the Texas State Library;

(4) "public library" means a library or libraries that serves free of charge all residents of one or more counties or incorporated municipalities and is supported in whole or in part by tax funds;

(5) "academic library" means a library or libraries maintained by an institution of higher learning;

(6) "school library" means a library or libraries maintained by one or more public school districts or other such school governing authority for the use primarily of students;

(7) "special library" means a professional, technical, or other special-purpose library maintained by a nongovernmental or public agency not otherwise defined as a public, academic, or school library;

(8) "system" means a district library system comprising two or more libraries cooperating under a plan of service approved by the Commission to improve services to patrons and to make their collections and other resources more widely accessible to the public;

(9) "state library system" means a network of library systems, interrelated by contract for the purpose of developing and maintaining library services on behalf of the entire population of the state, aided and coordinated by the State Library;

(10) "standards" mean the criteria established by the Commission which must be met by a library in order to be accredited and eligible for membership in a district library system, or by a library or a library system in order to be eligible for state grants;

(11) "accreditation" means the evaluation and rating of libraries and library systems using the standards as a basis;

(12) "governing body" means that authority which may authorize a library to participate in a district library system or interstate library district;

(13) "district assembly" means an organized body of representatives of the governing bodies of the member libraries of a district library system;

(14) "district board" means the governing authority of a district library system;

(15) "general-purpose governmental unit" means a county or incorporated municipality.

"SUBCHAPTER B. STATE LIBRARY SYSTEM

"Sec. 4. COMMISSION. (a) The commission is responsible for carrying out the purposes of this Act. Among other duties it shall:

(1) establish, develop, and maintain a state library system;

(2) adopt standards for the establishment of district library systems;

(3) establish eligibility standards for library membership in the district library systems;

(4) adopt program guidelines for the state library system and district library systems to serve as the basis for planning system services and allocating system resources;

(5) consider and approve, revise, or reject plans for system services submitted by the state librarian;

(6) subject to the requirements of Section 7, prescribe eligibility criteria and allocation formulas for state grants and other aid;

(7) adopt rules necessary to carry out the purposes of this Act.

(b) A library may appeal the commission's rejection of its application for membership in a district library system. A district library system may appeal the commission's rejection of its annual plan; the rejection of its grant application; and the abolition of the district library system other than by vote of its assembly. An appeal under this subsection is a "contested case" within the meaning of the Administrative Procedure and Texas Register Act.

"Sec. 5. STATE LIBRARIAN. The state librarian, subject to the direction of the commission, shall administer the state library system and cooperate with the district library systems and their member libraries in carrying out the provisions of this Act. Among other duties, he shall:

(1) prepare annually a plan of service for the state library system, based on the district library systems' plan, and such long-range plans as enhance development of the programs and plans of the district library systems;

(2) administer the program of state grants to libraries and district library systems;

(3) encourage the participation of librarians, members of library governing bodies, members of library boards, and others concerned with library development in formulating program guidelines, eligibility criteria, allocation formulas, and rules necessary to carry out the purposes of this Act.

(4) prepare and publish annually a report on the operation of the state library system;

(5) promulgate and administer the rules of the commission.

"Sec. 6. SYSTEM ADVISORY BOARD. (a) The commission shall appoint a system advisory board, composed of six librarians qualified by training, experience, and interest, to advise it and the state librarian on carrying out the purposes of this Act. Additionally, a maximum of three members may be appointed ex officio, with or without vote, as the commission may decide.

(b) Board members serve two-year staggered terms. The first members shall draw lots for terms of one and two years, respectively, so that, upon expiration of the initial terms, at least three new members will be appointed every year. The commission by rule shall set a maximum number of consecutive terms of service per member.

(c) The board shall advise the commission and state librarian on policy to be followed in carrying out the purposes of this Act, including, but not limited to:

(1) standards for membership and classification of libraries;

(2) standards under which libraries and systems qualify for state grants and aid;

(3) program guidelines for developing system services;

(4) standards for evaluation of plans of service;

(5) revision of boundaries of district library systems.

(d) The system advisory board shall meet at least annually. The commission or state librarian may call other meetings.

(e) Board members serve ex officio and their membership is part of their official duties. Board members serve without compensation but are entitled to reimbursement for expenses incurred in the performance of their advisory duties as provided in the General Appropriation Act.

"Sec. 7. STATE GRANTS FOR COOPERATIVE LIBRARY DEVELOPMENT. (a) The state librarian, pursuant to rule of the commission, shall make system-operation grants of funds appropriated under this Act to district library systems to enable development and provision of cooperative library services within and among the systems. Such grants shall be apportioned to the district library systems as follows: fifty percent on the basis of population residing in each district according to the latest decennial census, thirty percent on the basis of the area of each district, and twenty percent among the districts equally.

(b) The state librarian, pursuant to rules of the commission, shall also make:

(1) incentive grants, to encourage libraries to join together into larger units of service and to meet eligibility criteria for district library system membership;

(2) establishment grants, to help establish libraries that will qualify for system membership in communities without library service;

(3) resource library grants to enable and expand the sharing of library materials and related services on a statewide basis.

(c) The state library may expend funds appropriated under this Act to pay the costs of administering the state library system, and may reimburse other libraries and other library systems for the provision of specialized services to the state library system.

(d) A district library system is not eligible for a grant under this section unless its current plan of service has been approved by the state librarian.

(e) Grants made under this section shall be designed to supplement and not replace the support of district library systems by their member libraries.

"SUBCHAPTER C. DISTRICT LIBRARY SYSTEMS

"Sec. 8. CREATION. (a) The commission by rule shall divide the state into geographical regions, with each region eligible for creation of one district library system.

(b) Each region must contain at least two hundred thousand persons, according to the decennial census in effect when the region is designated, and at least four thousand square miles. The area within each region must be contiguous and the boundaries must be coterminus with county boundaries.

(c) The state librarian, a district board, or the governing body of a member library may request revision of a region's boundaries. A revision of boundaries shall follow the procedure for initial regional designation.

(d) The commission by rule shall prescribe procedure for organizing a district assembly in each district, electing its district board, and preparing its bylaws.

(e) Upon creation by the commission a district library system becomes a political subdivision of the state.

"Sec. 9. MEMBERSHIP. (a) The governing body of a library may apply in accordance with commission rule for membership in the district library system in which it is located. Alternatively, the governing body of a general-purpose governmental unit shall call an election on the question of applying for membership if a number equal to at least five percent of those voting in the county or municipality in the last general election petition for the election.

(b) The governing body of a member library may appropriate funds and furnish property and service to support the district library system of which its library is a member.

(c) The governing body of a member library may withdraw its library from the district library system and shall dispose of system assets in the manner provided by commission rule.

"Sec. 10. DISTRICT ASSEMBLIES. (a) The district assembly is composed of one representative, who may not be employed by a library, elected or appointed by the governing body of each member library.

(b) Representatives to the district assembly serve one-year terms and a representative may not serve more than three consecutive terms. In case of vacancy, the governing body making the original selection shall fill the vacancy by appointment for the remainder of the unexpired term.

(c) District assemblies shall meet annually, or more often if provided in their bylaws. Assembly meetings are subject to the Open Meetings Act.

(d) A district assembly shall adopt bylaws, elect the district board, receive reports of the actions of the district board and of the program of the district library system, and perform such other duties prescribed by the bylaws.

"Sec. 11. DISTRICT BOARDS. (a) The district board is the governing body of the district library system. It shall consist of not fewer than five nor more than eleven members, with at least one representative from every type of library holding membership in the system: academic, public, school, and special. At least sixty percent of the members of the district board shall represent general-purpose governmental units.

(b) District board members are elected from among the assembly members and serve two-year terms. A board member may not serve more than two consecutive terms on the board. In case of vacancy, the remaining board members shall fill it by appointment for the remainder of the unexpired term from among the assembly members.

(c) The district board shall meet at least two times annually.

(d) A district board has all the powers necessary to operate its district library system, including the power:

(1) to sue and be sued in its own name;

(2) to contract;

(3) to employ a system director to serve at the board's pleasure, who shall appoint all other employees, and to provide for participation of each employee in a public employee or private retirement system;

(4) to compensate employees, including participation in a public employee or private retirement system;

(5) to receive money, property, and services from the commission, a governing body of a member library, another government, or a private person, and to expend the money and use the property and services to carry out the purposes of this Act;

(6) to rent, lease, lease with an option to purchase, or purchase personal property, to lease real property, and, subject to commission approval, to purchase or construct real property, for use of the district;

(7) to adopt and amend regulations for the administration of the system.

(e) District board members serve without compensation but are entitled to reimbursement for expenses, in the categories and at the rates provided for state employees in the current General Appropriation Act, incurred in the performance of their official duties.

(f) Meetings of the district board are subject to the Open Meetings Act.

"Sec. 12. SYSTEM DIRECTOR. The director shall be the executive of the district library system. Among other duties, he shall:

(1) carry out the purposes of this Act and the rules and regulations adopted pursuant thereto applicable to the system;

(2) appoint and remove all employees of the system, and supervise their activities as employees of the system;

(3) attend all meetings of the district board and district assembly, with the right to participate in the discussion and to make policy recommendations;

(4) keep the district board fully advised at all times as to the financial condition and needs of the system and insure that the system operates within its budget;

(5) prepare annually a plan of service in the format prescribed by the state library;

(6) appoint committees of librarians and others to advise on the preparation of plans of service, methods for improving cooperative services, and other matters for furthering library development;

(7) prepare and submit to the state library, district assembly, district board, and member libraries, an annual report of the services and financial operations of the system.

"Sec. 13. SYSTEM PLANNING COUNCIL. (a) The presidents of district boards and the directors of the district library systems, together with one or more employees of the state library appointed by the state librarian, constitute the system planning council. Council members serve ex officio and their membership is part of their official duties.

(b) The council shall assist the commission and state librarian in coordinating systemwide planning efforts and improving system operation and cooperation among the member libraries. The council shall meet twice annually, on call of the state librarian, and more often if requested by the state librarian or members representing three of the systems.

"Sec. 14. ABOLITION OF DISTRICT LIBRARY SYSTEM. (a) A district assembly may abolish its district library system if at least two-thirds of the assembly's membership vote for abolition, or the commission may abolish a system in order to increase or decrease the number of systems in the state.

(b) A district library system's failure to submit a current plan of service, or the commission's rejection of its submitted plan, automatically abolishes the district library system.

(c) Abolition of a district library system does not prohibit creation of one or more new systems within the boundaries of the abolished system, nor does it prohibit transfer of one or more counties from the abolished system to one or more other systems.

(d) The commission by rule shall provide for the abolition procedure, for the disposition of system assets, for the effective date of abolition, for creating a new system or reorganizing the old, and for other matters necessary to liquidate a system in an orderly manner."

Section 2. ADOPTION OF INTERSTATE COMPACT. The Interstate Library Compact is hereby enacted into law and entered into by this state with all states legally joined therein in the form substantially as follows:

ARTICLE I. PURPOSE AND POLICY

Because the desire for the services provided by libraries transcends governmental boundaries and can most effectively be satisfied by giving such services to communities and people regardless of jurisdictional lines, it is the policy of the states party to this Compact to cooperate and share their responsibilities; to authorize cooperation and sharing with respect to those types of library facilities and services which can be more economically or efficiently developed and maintained on a cooperative basis, and to authorize cooperation and sharing among localities, states and others in providing joint or cooperative library services in areas where the distribution of population or of existing and potential library resources make the provision of library service on an interstate basis the most effective way of providing adequate and efficient service.

ARTICLE II. DEFINITIONS

As used in this Compact:

(a) "Public library agency" means any unit or agency of local or state government operating or having power to operate a library.

(b) "Private library agency" means any nongovernmental entity which operates or assumes a legal obligation to operate a library.

(c) "Library agreement" means a contract establishing an interstate library district pursuant to this Compact or providing for the joint or cooperative furnishing of library services.

ARTICLE III. INTERSTATE LIBRARY DISTRICTS

(a) Any one or more public library agencies in a part state in cooperation with any public library agency or agencies in one or more other part states may establish and maintain an interstate library district. Subject to the provisions of this Compact and any other laws of the party states which pursuant hereto remain applicable, such district may establish, maintain and operate some or all of the library facilities and services for the area concerned in accordance with the terms of a library agreement therefore. Any private library agency or agencies within an interstate library district may cooperate therewith, assume duties, responsibilities and obligations thereto, and receive benefits therefrom as provided in any library agreement to which such agency or agencies become party.

(b) Within an interstate library district, and as provided by a library agreement, the performance of library functions may be undertaken on a joint or cooperative basis or may be undertaken by means of one or more arrangements between or among public or private library agencies for the extension of library privileges to the use of facilities or services operated or rendered by one or more of the individual library agencies.

(c) If a library agreement provides for joint establishment, maintenance or operation of lib[illegible] facilities or services by an interstate library district, such district shall have power to do any one or more of the following in accordance with such agreement:

(1) undertake, administer and participate in programs or arrangements for securing, lending or servicing of books and other publications, any other materials suitable to be kept or made available by libraries, library equipment or for the dissemination of information about libraries, the value and significance of particular items therein, and the use thereof;

(2) accept for any of its purposes under this Compact any and all donations, and grants of money, equipment, supplies, materials, and services, (conditional and otherwise), from any state or the United States or any subdivision or agency thereof, or interstate agency, or from any institution, person, firm or corporation, and receive, utilize, and dispose of the same;

(3) operate mobile library units or equipment for the purpose of rendering bookmobile service within the district;

(4) employ professional, technical, clerical and other personnel and fix terms of employment, compensation and other appropriate benefits; and where desirable, provide for the inservice training of such personnel;

(5) sue and be sued in any court of competent jurisdiction;

(6) acquire, hold, and dispose of any real or personal property or any interest or interests therein as may be appropriate to the rendering of library service;

(7) construct, maintain and operate a library, including any appropriate branches thereof;

(8) do such other things as may be incidental to or appropriate for the carrying out of any of the foregoing powers.

ARTICLE IV. INTERSTATE LIBRARY DISTRICT, GOVERNING BOARD

(a) An interstate library district which establishes, maintains, or operates any facilities or services in its own right shall have a governing board which shall direct the affairs of the district and act for it in all matters relating to its business. Each participating public library agency in the district shall be represented on the governing board which shall be organized and conduct its business in accordance with provision therefore in the library agreement. But in no event shall a governing board meet less often than twice a year.

(b) Any private library agency or agencies party to a library agreement establishing an interstate library district may be represented on or advise with the governing board of the district in such manner as the library agreement may provide.

ARTICLE V. STATE LIBRARY AGENCY COOPERATION

Any two or more state agencies of two or more of the party states may undertake and conduct joint or cooperative library programs, render joint or cooperative library services, and enter into and perform arrangements for the cooperative or joint acquisition, use, housing, and disposition of items or collections of materials, which, by reason of expense, rarity, specialized nature, or infrequency of demand therefore would be appropriate for central collection and shared use. Any such programs, services or arrangements may include provision for the exercise on a cooperative or joint basis of any power exercisable by an interstate library district and an agreement embodying any such program, service or arrangement shall contain provisions covering the subjects detailed in Article VI of this Compact for interstate library agreements.

ARTICLE VI. LIBRARY AGREEMENTS

(a) In order to provide for any joint or cooperative undertaking pursuant to this Compact, public and private library agencies may enter into library agreements. Any agreement executed pursuant to this Compact shall, as among the parties to the agreement:

(1) detail the specific nature of the services, programs, facilities, arrangements or properties to which it is applicable;

(2) provide for the allocation of costs and other financial responsibilities;

(3) specify the respective rights, duties, obligations, and liabilities of the parties;

(4) set forth the terms and conditions for duration, renewal, termination, abrogation, disposal of joint or common property, if any, and all other matters which may be appropriate to the proper effectuation and performance of the agreement.

(b) No public or private library agency shall undertake to exercise itself, or jointly with any other library agency, by means of a library agreement any power prohibited to such agency by the constitution or statutes of its state.

(c) No library agreement shall become effective until filed with the

Compact administrator of each state involved, and approved in accordance with Article VII of this Compact.

ARTICLE VII. APPROVAL OF LIBRARY AGREEMENTS

(a) Every library agreement made pursuant to this Compact shall, prior to and as a condition precedent to its entry into force, be submitted to the attorney general of each state in which a public library agency party thereto is situated, who shall determine whether the agreement is in proper form and compatible with the laws of his state. The attorneys general shall approve any agreement submitted to them unless they shall find that it does not meet the conditions set forth herein and shall detail in writing addressed to the governing bodies of the public library agencies concerned the specific respects in which the proposed agreement fails to meet the requirements of law. Failure to disapprove an agreement submitted hereunder within ninety days of its submission shall constitute approval thereof.

(b) In the event that a library agreement made pursuant to this Compact shall deal in whole or in part with the provision of services or facilities with regard to which an officer or agency of the state government has constitutional or statutory powers of control, the agreement shall, as a condition precedent to its entry into force, be submitted to the state officer or agency having such power of control and shall be approved or disapproved by him or it as to all matters within his or its jurisdiction in the same manner and subject to the same requirements governing the action of the attorneys general pursuant to paragraph (a) of this article. This requirement of submission and approval shall be in addition to not in substitution for the requirement of submission to and approval by the attorneys general.

ARTICLE VIII. OTHER LAWS APPLICABLE

Nothing in this Compact or in any library agreement shall be construed to supersede, alter or otherwise impair any obligation imposed on any library by otherwise applicable law, nor to authorize the transfer or disposition of any property held in trust by a library agency in a manner contrary to the terms of such trust.

ARTICLE IX. APPROPRIATIONS AND AID

(a) Any public library agency party to a library agreement may appropriate funds to the interstate library district established thereby in the same manner and to the same extent as to a library wholly maintained by it and, subject to the laws of the state in which such public library agency is situated, may pledge its credit in support of any interstate library district established by the agreement.

(b) Subject to the provisions of the library agreement pursuant to which it functions and the laws of the states in which such district is situated, an interstate library district may claim and receive any state and federal aid which may be available to library agencies.

ARTICLE X. COMPACT ADMINISTRATOR

Each state shall designate a Compact administrator with whom copies of all library agreements to which his state or any public library agency thereof is part shall be filed. The administrator shall have such other powers as may be conferred upon him by the laws of his state and may consult and cooperate with the Compact administrators of other party states and take such steps as may effectuate the purposes of this Compact. If the laws of a party state so provide, such state may designate one or more deputy Compact administrators in addition to its Compact administrator.

ARTICLE XI. ENTRY INTO FORCE AND WITHDRAWAL

(a) This Compact shall enter into force and effect immediately upon its enactment into law by any two states. Thereafter, it shall enter into force and effect as to any other state upon the enactment thereof by such state.

(b) This Compact shall continue in force with respect to a party state and remain binding upon such state until six months after such state has given notice to each other party state of the repeal thereof. Such withdrawal shall not be construed to relieve any party to a library agreement entered into pursuant to this Compact from any obligation of that agreement prior to the end of its duration as provided therein.

ARTICLE XII. CONSTRUCTION AND SEVERABILITY

(a) This Compact shall be liberally construed so as to effectuate the purposes thereof. The provisions of this Compact shall be severable and if any phrase, clause, sentence or provision of this Compact is declared to be contrary to the constitution of any state or of the United States or the applicability thereof to any government, agency, person or circumstance shall not be affected thereby. If this Compact shall be held contrary to the constitution of any state party thereto, the Compact shall remain in full force and effect as to the remaining states and in full force and effect as to the state affected as to all severable matters.

(b) No city, town, county, or district library system in this state shall be party to a library agreement which provides for the construction or maintenance of a library pursuant to Article III (c) (7) of the Compact, nor pledge its credit in support of such a library, or contribute to the capital financing thereof, except after compliance with any laws applicable to such cities, towns, counties, or district library systems relating to or governing capital outlays and the pledging of credit.

(c) As used in the Compact, "state library agency" with reference to this state, means the Texas Library and Historical Commission and any other state agency that maintains a library, including but not limited to all colleges and universities within the state, any county library agency of this state, and any other types of local library agencies within this state.

(d) An interstate library district lying partly within this state may claim and be entitled to receive state aid in support of any of its functions to the same extent and in the same manner as such functions are eligible for support when carried on by entities wholly within this state. For the purposes of computing and apportioning state aid to an interstate library district, this state will consider that portion of the area which lies within this state as an independent entity for the performance of the aided function or functions and compute and apportion the aid accordingly. Subject to any applicable laws of this state, such a district also may apply for and be entitled to receive any federal aid for which it may be eligible.

(e) The Governor of this state shall appoint an officer of this state who shall be the Compact administrator pursuant to Article X of the Compact.

The Governor shall also appoint one or more deputy Compact administrators pursuant to said Article.

(f) In the event of withdrawal from the Compact the Governor shall send and receive any notices required by Article XI (b) of the Compact.

Section 3. EFFECTIVE DATE. This Act takes effect September 1, 1977.

Section 4. EMERGENCY. The importance of this legislation and the crowded condition of the calendars in both houses create an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three several days in each house be suspended, and the Rule is hereby suspended.

III. THE CONTENT OF RULES REQUIRED BY THE PROPOSED LEGISLATION

The draft legislation presented in this report was intended to incorporate the essential elements, without excessive detail to provide a legal basis for the reorganization of library systems in Texas corresponding to the principles of organization and governance developed in Phase II of the study. In its proposed form, the legislation acknowledges the developmental nature of library systems and addresses the need for an effective, responsive method for accommodating changes in organizational, procedural, and administrative relationships by placing broad administrative authority in rules to be adopted by the Commission after full consideration by the library community.

As a result of this shift to broad enabling law, leaving manuevering room for the inevitable changes in a relatively new operation, and because of the complex relationships in a cooperative organization, rules adopted under the law take on a new significance. The purpose of this chapter is to briefly outline the content, scope, and rationale for the inclusion of certain provisions in the rules, to serve as an aid to their actual formulation.

Classification of Libraries and Standards for System Membership

Classification of member libraries and standards for their accreditation constitute a significant portion of the Library Systems Act and rules adopted under the Act. The proposed legislation was designed to facilitate changes in classification and membership requirements by establishing both by rule.

Classification and Membership of Libraries Under the 1969 Act

The 1969 Act provided for three classes of public libraries for system purposes: Community Library, Area Library, and Major Resource Center. For two of the classes specific limits on population served is prescribed. In the third class the only requirement is that it be "a large public library" as follows:

Community Library: less than 25,000
Area Library: 25,000 or more
Major Resource Center: a large public library

Although no requirement as to population served by the large library is made in the Act, it is required as a Major Resource Center to serve a total population of 200,000 or more and an area of 4,000 square miles or more. Such an area exceeds the jurisdiction of any large public library in the State and actually is intended as the minimum area of a Major Resource System.

Additionally, the Act sets two other requirements for Area Libraries and Major Resource Centers, namely (a) designation as such by the Commission, and (b) membership in the system under standards established by the Commission. For Community Libraries no designation by the Commission is required, but membership standards must be met.

The Commission elected to vary membership requirements with each of the three classes of libraries. The highest standards were set for Major Resource Centers, next highest for Area Libraries, and the lowest standards for Community Libraries.

However, the law does not require that membership standards be related to the three classes. Any application of membership requirements is possible under the Act. They could be the same for all libraries, or vary according to any reasonable scheme of library grouping. In fact, the Area Library class lost most of its meaning in system operations after changes in interlibrary loan arrangements minimized their contribution, and membership standards tend to benefit only those libraries that are close to the minimums. Also, the classes have little significance for statistical purposes. In short, of the three library classes, only that of Major Resource Center has much significance, and membership standards are of value only to a limited number of libraries.

Library Classifications

Although a variety of classification schemes are used by other states, they are typically based on one or more of the following criteria: (1) population served, (2) functional role, and (3) membership status. The current classifications set forth in the Library Systems Act--Major Resource Center, Area Library, and Community Library--are based primarily on served population, but also connote, under the enabling legislation, role and status.

Classification may serve many purposes. It provides a useful method of grouping libraries with similar characteristics for statistical, evaluative, or administrative requirements. Some states use classification to denote certain prescribed functional roles of member libraries. Others have developed classifications which define membership status, for example, representation and voting rights, and conditions under which certain libraries may participate in system services. A common use of classification is to differentiate libraries for the purpose of developing standards for membership and eligibility for funding consistent with the needs and characteristics of system members.

Classification option for Texas system. Of the criteria most frequently used as a basis for classification, served population appears preferable for public libraries in the Texas system. The use of functionally-based classes is most appropriate in a highly structured organizational model of the "give-and-receive" kind, and limits discretion and flexibility at the system-level in defining the roles of system participants in the provision of services. Limiting membership rights by classification as already mentioned, would preclude the participation of all types of libraries according to need, and is inconsistent with an open-system model.

Because of the differing service orientation and characteristics of types of libraries--public, academic, school, and special--each will require separate consideration in the development of appropriate classifications. In order to accommodate this diversity, it would appear to be advantageous to establish separate classification structures for each library type.

Membership Standards for Library Systems

The standards used to accredit libraries for system membership are often linked so closely to classification that one defines the other, with principal variations occurring in cases in which role or membership status are also used as classification criteria. In many states, standards for membership are also used to determine eligibility for state aid appropriated for system operations, although such aid may be in the form of direct payments to member libraries or, more frequently, used to finance system programs of direct benefit to participating libraries. Other states have established two types of aid for library services--aid to individual libraries, and aid to library systems--and have legislated standards for eligibility for each state-aid program.

Membership requirements in Texas. Minimum requirements for membership of a Major Resource Center, Area Library, or Community Library as defined by rule under the 1969 Library Systems Act are based on four criteria: (1) per-capita support, (2) book stock, (3) hours of access, and (4) staff. Additional membership criteria applicable to all libraries applying for system membership require that a library be legally established and receive at least 50 percent of the funds required for system membership from city and/or county appropriations; that per-capita support and size of collection increase until current ALA standards are met; and that a current and complete annual report be filed with the State Library.

The current criteria provide an adequate base on which to construct appropriate standards for the accreditation of public libraries for system membership, and correspond quite closely to criteria employed by other states. Also worthy of consideration as an additional criterion is physical facilities and equipment, which is used by several states. Modification of the existing criteria or the development of more suitable criteria may be necessary for the establishment of membership standards for academic and school libraries.

Development of criteria for special libraries will be somewhat more difficult. Unlike public, academic, and school libraries, which share certain generic characteristics, the designation of "special library" subsumes a heterogeneous grouping of specialized libraries which vary widely with respect to purpose, bibliographic requirements, and restrictions on public access. Uniform criteria for special library membership would appear to be effectively limited to requirements for accessibility to materials by the system and conditions of access. Because these can be expected to vary on a case-by-case basis, individual accreditation of special libraries may be necessary unless criteria can be developed.

Membership Standards for Public Libraries

The standards for membership, generally, and the requirement that public libraries increase per-capita support and size of collection until current ALA standards are met, specifically, were designed to encourage a minimum level of local support for the public libraries of Texas. This, coupled with the anticipated local impact of system-sponsored services, was seen as a means of stimulating an increased awareness and development of local libraries throughout the State. While these initiatives have undoubtedly done much in this regard, reformulation of membership standards could provide an additional impetus to increased local support.

As presently constituted, minimum standards for each criterion have been established by rule for each of the three classifications in the law. For the vast majority of participating libraries, however, the number of classifications is effectively limited to two--Area Library or Community Library--as the classification of Major Resource Center is dependent on designation by the Commission under special circumstances. Even if this were not the case, the number of public libraries meeting the membership standards established for the Major Resource Center classification barely exceeds the ten designated in 1969.

Under the existing classification structure, only two levels of minimum standards exist for over 95 percent of the current system membership. The majority of librarians responding to the questionnaire administered in Phase I of this study advocated revision of current membership requirements for the Area and Community Library classifications, although the recommendations for change were divided among those favoring elimination, lowering, raising, or further study of the requirements. Responses from Area Libraries indicated that approximately 69 percent of the librarians favored some form of revision, while Community Libraries were almost equally divided on the question.

In the development of appropriate revisions of the classification structure and corresponding membership standards for public libraries, the following points should be considered:

(1) Implications of role and status inherent in the existing classification structure are inconsistent with the proposed organization of systems in Texas.

(2) The existing criteria on which membership standards are based are adequate, and standards should continue to be related to classifications.

(3) Classification of member libraries should continue to be based on population served.

(4) The minimum standards for membership should be revised to provide realistic goals for the

improvement of library service directly
related to the differing characteristics
and capabilities of member libraries.

The current classification structure does not sufficiently differentiate between member libraries for statistical purposes or for the setting of membership requirements. The defined ranges of population served used to determine classification are too broad. Organizational considerations appear to have played too important a role in the establishment of existing classes. One set of membership standards is applied equally to libraries serving populations ranging from a few thousand up to 25,000; another applies to all libraries serving 25,000 or more persons not designated as a Major Resource Center. The requirement that per-capita support and size of collection increase until current ALA standards are met does not specify either time frame or annual amount of increase, and provides only a minimum incentive for local library development. The divergence of opinion expressed by system librarians on the subject of membership standards suggests that the standards do not impact libraries of the same class equally. They are perceived as overly restrictive by some, inadequate by others, and inconsequential to still others.

Classifications and membership standards adopted for use under the proposed organizational model must address these problems, not only for public libraries but for academic and school libraries as well. One method of achieving for public libraries the objectives listed above would be the design of a classification structure incorporating the following features:

(1) The establishment of classifications based upon ranges of population served. The classifications established should incorporate the smallest range of population appropriate to group all libraries with similar characteristics and capabilities. It is probable that this method of classification would result in an interval scale of ranges of population served in which the ranges would be progressively incremental from the classification of the smallest libraries to the largest libraries.

(2) The establishment of membership standards for each classification based upon adopted criteria (collection, support, hours of access, etc.)

(3) The establishment of library designations by collapsing the ranges formed by the classifications into appropriate groupings for statistical or related purposes.

Figure A

AN ALTERNATIVE CLASSIFICATION MODEL[1] FOR PUBLIC LIBRARIES

Library Group	Library Class	Population Served	Illustrative Membership Requirements[3]			
			Per Capita Support	Book Collection	Hours of Access	Staff
AAA	1	850,001 or more	$ 2.50	1,000,000	65	...
	2	400,001 - 850,000	2.40	500,000	60	...
	3	200,001 - 400,000	2.20	250,000	60	...
	4	100,001 - 200,000	2.00	100,000	60	...
AA	5	50,001 - 100,000	1.75	75,000	55	...
	6	35,001 - 50,000	1.60	50,000	50	...
	7	30,001 - 35,000	1.50	40,000	45	...
	8	25,001 - 30,000	1.50	30,000	40	...
A	.	...	...	...	..	...
	.	...	...	...	..	...
	.	...	...	...	..	...
	X	Up to 5,000	1.00[4]	10,000	20	...

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[1] Figures are for illustration only.

[2] Grouped for statistical or related purposes.

[3] Variable standards for each classification on each criteron. Other requirements might include annual budget, collection enrichment, etc.

[4] Minimum annual budget of $5,000 required.

Diagramed in Figure A, several aspects of this classification model deserve emphasis. The classifications proposed in this approach are simply groupings of libraries with essentially comparable characteristics by population served. They do not denote functional role or membership status.

By increasing the number of classifications, membership requirements can be logically based on standards more directly related to the characteristics and capabilities of participating libraries. Moreover, standards for each criteria may be selectively increased at appropriate levels of population served in order to encourage a positive local response to increased service needs as a community grows. If constructed judiciously, progressive membership requirements need not unduly burden local governments. Such requirements, in all probability, would represent realistic minimums rather than optimum levels of library development, and assist local authorities in planning for library services.

Advances in Membership Requirements Over Time

One purpose of membership requirements is to place a floor under qualifications for participation in order to insure that each member has a certain ability to meet obligations rather than be excessively a recipient of services from others. Another purpose is to indicate to individual libraries a minimum standard of service, one which with due professional care and the tacit agreement of the funding authorities has been established with the goals of library service to the patron in mind. In this way a uniformity of service to all citizens is fostered.

Such requirements are imposed, however, and clearly cannot be effective if extreme; in fact they would be self-defeating if carried too far. Membership requirements must be minimal. It would not be acceptable if such standards were not reasonably attainable. At time of adoption probably at least 95% of the libraries involved should clearly qualify. Only the laggards, the clearly deficient, would be required to take specific action to improve.

The legislative intent in the creation of library systems is library development. No apologies are necessary, therefore, in determining and enforcing reasonable standards. However, "development" implies improvement. Standards, therefore, must advance. Membership requirements should be raised gradually according to reasonable objectives carefully developed in the social and political process inherent in a democracy. The most logical way to do this is to announce the next future level of membership requirements at the same time that current standards are adopted and to set a date when they will go into effect. In this way every library would know just what new levels of requirements it would have to meet after a designated period of time, say two or three years, in order to continue to meet membership requirements. Also, under this procedure changes in dollar values could be reflected in those standards related to local financial support. The current requirement that per-capita support and size of collection increase each year until ALA standards are met should be continued.

Most deficient libraries, and their governing authorities, would welcome this procedure. Often the governing bodies of libraries do not know how their library stands in service standards relative to other libraries. The upcoming standards would provide them reasonable goals for the benefit of their patrons, the precise steps necessary on their part to attain them, and a calendar which they can relate to their budgetary process. Local library leadership and friends would be provided a clear program of betterment around which to rally support.

Recognition of Library Quality

Due to the element of compulsion in minimum standards, the limitations of their effectiveness, and the fact that most libraries are well beyond such minimums to begin with, such standards should be frankly regarded as the "stick" part of a carrot-and-stick approach. The complementary need of standards which recognize quality above the minimum is probably equally important in encouraging library development, and certainly would affect more libraries.

Several ways might be designed to recognize the standing of libraries. In the case of public libraries, for example, the classes in Table A could be used both for minimum standards and the recognition of superior standing. A library in the population range of Class 8, for example, could be recognized as meeting the requirements of Class 7 and receive an appropriate designation. Or, it could meet the standards of Class 6, or even Class 5. For each step above the minimum requirements for its population a library could be shown, say, as 8 (7-Good), or 8 (6-Excellent), or 8 (5-Outstanding).

The aspirations of libraries for providing fine quality service to their patrons could be supported in this fashion and provide a means of comparison. A measure of progress achieved in library development generally could thus be obtained. And knowledge of the percentage of libraries above the minimum would aid in determining when and to what extent the minimums should be increased as previously discussed. The rules could set forth the method.

Obviously, any such method as described above probably would require, for public libraries at least, a minimum of 12 classes, and perhaps as many as 15. Wide ranges would prevent fine measurement, while very narrow ranges would tend to make the scheme less meaningful. Similar kinds of useful standards could be developed by librarians of other types of libraries. The potential for their usefulness is great, and it is an area of library science in which more needs to be done. Such an advance may simply have been awaiting the creation of cooperative library systems as a means for implementation.

Program Guidelines

Program guidelines were not specified by either the Library Systems Act or rules adopted by the Commission. The rules, however, contain certain provisions that approach but fall short of providing guidelines to assure that programs developed under the Act are consistent with legislative intent, and to establish enforceable criteria for the approval of plans of service. Rule I, paragraph B, for example, states that "the plan of service must conform to the guidelines set in the annual plan for the development of the system submitted by the State Librarian...," and the following paragraph lists a number of illustrative services that may be sponsored by the Major Resource Systems.

Adequate guidelines for the development of system services are a primary means of ensuring that programs address the broad goals established by legislation. The process is accomplished through the preparation and approval of plans of service. These plans facilitate administration at both the state and individual system level by defining "the rules of the game." If developed cooperatively by system members, the State Library, and the Commission, such guidelines need not be overly restrictive but instead promote the greatest benefit to all participants from cooperative services.

In the formulation of proposed program guidelines, a brief review of similar provisions adopted by other states may be helpful. The area library service organizations (ALSO) of Ohio are required by rule to include the following programs in their annual plans of service:[1]

(1) A plan to attain a systemwide total of 100,000 adult non-fiction titles, with at least 4,000 new titles added annually.

(2) Provision of free access to services and materials for all residents within the ALSO.

(3) Services of professional specialists including:
    library administration
    children's services
    reference services
    community and public information services
    audio-visual services

(4) Special services including service to the handicapped and disadvantaged.

(5) Special programs of direct grants to participating libraries where appropriate for achieving designated levels of service. The total of such grants may not exceed 10 percent of essential services operation grants in any year.

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[1] Rule 2. Administration of State Aid, Subsidy and Grant Programs. State Library of Ohio, Columbus 1974.

(6) Staff development and inservice training.

(7) Coordinated and on-going public information programs.

(8) Identification and provision of specialized materials and services not available within the ALSO.

Article 2 of Title 5, Chapter 2 ("Public Library Services") of the California Administrative Code, defines a library system as "...one or more libraries providing the following basic elements of library service, involving but not necessarily limited to book and periodical resources...":

(1) The selection and acquisition of materials in a consolidated or in a coordinated manner.

(2) The organization of materials for use including cataloging, classification, and physical preparation, in a consolidated or in a coordinated manner.

(3) The lending of materials for home use, with the return of such materials unrestricted as to service outlet.

(4) Reference and research services, including assistance to users by library staff, consolidated or coordinated where necessary to provide the maximum utilization of the total resources of all participating libraries.

(5) The interavailability of materials and information among all service outlets on the same basis for all library users, including a method by which each participating library may ascertain specific holdings of other participating libraries.

Subsequent provisions of the article require that the plan of service include all services listed above and the exact manner in which each is to be provided.

Illinois also has established program guidelines by rule.[2] Four basic programs are mandated: (1) reciprocal borrowing within a system by all residents holding library cards of any participating library in the area served; (2) the addition of at least 4,000 new titles annually; (3) provision of a unified means of location of the total holdings of libraries designated as system headquarters units; and, (4) provision of an approved means of locating all materials added by the participating libraries of the system.

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[2] Rules and Regulations under the Illinois Library Systems Act, as amended. Secretary of State, Springfield 1972.

Massachusetts and Michigan have established illustrative lists of system services. Massachusetts provides examples of services in two program areas, supplementary regional public library and regional reference and research services, while Michigan lists six basic categories of service and programs for each: administrative services, publicity services, continuing education services for personnel, and patron services. Until recently program guidelines were not defined by Colorado, although services proposed in the systems' annual programs were based upon needs assessment conducted at the individual library and system level utilizing the Colorado State Library Needs Assessment Model.

The examples above exhibit a variety of approaches to the establishment of appropriate program guidelines. But regardless of content or approach, guidelines are an invaluable tool with which to ensure the relationship of programs to goals. They provide a means for the member libraries to participate in setting program objectives for the system and to evaluate the subsequent results. They also provide a measure of accountability required by state or federally sponsored financial-aid programs.

Requirements of the Plan of Service

Specific requirements related to the plan of service may be incorporated in the rules, or the authority to establish such requirements may be delegated by rule to the State Librarian. In either case, format, procedures for submission, and content should be specified. While certain content areas are obvious, other provisions related to the revised organization under the proposed model also merit consideration for inclusion. The major content areas for consideration are discussed briefly below.

General Information

A typical feature of plans of service is the requirement for submission of a variety of administrative and organizational information. Although data of this type could be collected separately, it is a logical component of the plan of service.

The following list is illustrative of the kinds of information that could be required:

(1) Names, addresses, and telephone numbers of:

- a) the system director
- b) system staff
- c) district board members
- d) committee members

(2) Positions held by district board members or system staff.

(3) Term of office of district board members.

(4) Copies of periodic reports and special reports to system members.

(5) Names and addresses of system member libraries and head librarians.

(6) Copies of current system bylaws and administrative regulations.

Program Information

Presentation of proposed system services will undoubtedly comprise the largest portion of the plan and corresponding rules. Narrative, budgetary, and related program information will be required according to a format and specific criteria suitable for evaluation by the member libraries, system governing authorities, and the State Library. Additional requirements may include:

(1) A description of the pattern of interaction among the system governing body, director, staff, and member libraries for each program, and the principal functions assigned participants.

(2) An analysis of library service needs of the district and the relationship of proposed programs to stated needs.

(3) A description of the plan and procedures for the purchase and use of library materials throughout the system.

(4) A description of the procedures used and participation of member libraries in program development.

(5) A list of equipment to be purchased for specific programs or activities.

(6) A statement of long-range goals and objectives.

(7) A timetable for reaching specific levels of service.

(8) Methods for program evaluation (if standardized methods are not adopted).

(9) Budget data for each program and an aggregate line budget.

(10) Budget projections for the next fiscal year or years.

It may be valuable to standardize system budgeting procedures by requiring the use of the "zero-based" format used by the State. This would facilitate the conversion of system budget requests to requests for State appropriations by the State Library and provide additional documentary justification for system funding.

Fiscal Information

In addition to the budgetary information related to programs and general operating expenses, additional fiscal information will be required. Again, the following list is illustrative only, and the standardization of certain fiscal procedures could eliminate a number of the requirements below:

(1) A statement of the methods used for contracting for services on a cost basis.

(2) A statement of the methods used for the reimbursement of service imbalances among system libraries.

(3) Designation of a depository for system funds.

(4) Designation of a fiscal agent for the system, and a description of the accounting procedures used for financial transactions.

(5) Designation of the agency or location at which the accounts and supporting documents will be maintained by the system.

(6) The plan should provide for the submission of such regular and special fiscal reports as may be required by the State Librarian.

District Library System Membership

Several aspects of the proposed legislation relating to system membership will require elaboration in the rules. Specifically, these are designation of the governing body for various types of libraries, procedures for application for membership and annual reaccreditation, methods of designating representatives to the district assembly, provisions for disposition of system property in the event of withdrawal, and the eligibility of a library which has withdrawn from a system to reapply for membership.

Governing Authority

Section 3 of the amendatory act defines "governing body" as the entity which may authorize a library to participation in a district library system or interstate library district. For the vast majority of public libraries, the body with the power to authorize membership is easily identifiable as the city council or county board as the case may be. For other types of libraries, however, clarification will be necessary.

Academic libraries. The governing body of academic libraries is also easily identifiable as a board of regents or similar body. With respect to academic libraries, two points need to be addressed: the membership status of libraries at regional or satellite campuses, and the membership status of departmental and college libraries.

It would appear to be desirable to accord separate membership status to libraries at remote campus locations, although membership would still be contingent on action by the institution's governing body. These libraries would be members of the district library system in which they are located regardless of the location of the parent institution, and logically would be entitled to separate representation on the district assembly.

For membership and representation purposes, a main library and it branches (or departmental libraries) should constitute a single library. A decision would be required whether and, if so, under what circumstances. College libraries unrelated to the main library of a university should be considered separate libraries, and so specified by rule.

School libraries. Representation of school libraries should be at the district level, with one representative appointed or elected to the district assembly by the board of trustees of each school district accredited for membership. The location of the administrative offices of each school district should determine the system in which the school district may participate.

Special libraries. The diversity of organizations maintaining special libraries precludes designation of governing bodies by rule. This could as easily be accomplished by requirements for application for membership as discussed in the following section.

Application Procedures

Specific requirements for application for membership may be included in the rules, or their establishment may be delegated by rule to the State Librarian for inclusion in administrative regulations. Presently an application form is submitted by the library's governing body to the State Library for review. On the basis of this review, the classification of the applicant library is determined according to standards adopted by the Commission. Notification of this designation is then made to the governing body which is required to accept the designation by ordinance. Copies of the ordinance are then filed with the State Library. Annually, member libraries are required to be re-accredited; a process involving submission and review of a statistical report by the State Library to ensure that requirements for membership as established by rule have been met.

Three modifications of the current process need to be made by rule, or alternatively by regulation of the State Librarian:

(1) Applications for membership of special libraries should require submission of an appropriate affidavit specifying that the person or persons submitting the application possess the authority necessary to commit the sponsoring organization or agency to participation in a district library system.

(2) The form of the ordinance or official action of the library's governing body indicating acceptance of membership should be prescribed to include a statement that continued participation in the State Library System is contingent on annual reaccreditation of the library on the basis of the most recent standards adopted by the Commission.

(3) A procedure should be specified including conditions under which a library which has failed to obtain reaccreditation may reapply for membership.

Designation of Representatives to the District Assembly

It would seem logical that the designation of representatives to the district assembly be included as an additional requirement in the annual application form used for reaccreditation. Copies of this completed form should be submitted to the State Library and system's headquarters. Procedures for designation of representatives occurring as a result of a vacancy in the office not coinciding with the annual application schedule should also be established.

Disposition of System Property

The draft legislation authorizes the Commission to adopt rules for the disposition of system property in the event of withdrawal of a library from the system, or abolition of a district library system. To enforce these provisions of the law, the following points, among others, will require treatment in the rules.

System property. What constitutes system property must be defined by rule. This may be defined as broadly as any property purchased with funds derived from grants and aid established by the law, or as narrowly as equipment with an original purchase price in excess of a fixed dollar amount.

Property control. Title to all items defined by rule as system property should rest with the district board acquiring such property. Procedures should be established or required by rule for the inventory and location of system property.

Dispostion. If title to the property is held by the district board, procedures for disposition following the withdrawal of a member library need only specify the obligation of the library for return of system property to the system headquarters. Decisions for the reallocation of property among the remaining members may then be made at the system-level.

The rules should also contain the proviso that upon abolition of a district library system, title to all system property automatically reverts to the State Library. As in the case of a single library, the obligation of all members of the system to return system property to the State Library should be specified. Penalties for failure to comply with rules pertaining to system property could also be included.

Reapplication for Membership

Conditions under which a library may reapply for system membership following withdrawal by action of the library's governing body must be established by rule. While withdrawal in this manner should not prohibit a library from future participation, it is a serious act with consequences for system planning and operations, and should be treated as such in the rules.

District Board

In addition to the statutory definition of the district board provided in the draft legislation, two other aspects related to the board should be considered for inclusion in the rules: (1) the designation of officers, including definition of duties, manner of selection, and certain legal requirements; and (2) requirements related to system bylaws.

District Board Officers

The office of president of a district board would be created legislatively by the proposed law. Other officers are not specified in the law. There may be some advantage in standardizing this organizational feature of the district boards by requiring each to designate such officers as deemed necessary by the State Librarian and Commission. Typically, in addition to a president, officers would include a vice-president and secretary. The definition of basic prescribed duties and responsibilities for each officer by rule provides a means of clarifying administrative relationships at the system-level and between the systems and the State Library.

Specific requirements relating to the collection, disbursement, and accounting of funds will be required. It has elsewhere been suggested that an administrative manual incorporating all aspects of financial management be prepared for use of all district systems. The system director should be charged with overall responsibility for financial management, and a surety bond required.

The manner of selection of officers could be accomplished in one of two ways. Officers could be selected by the board from among its membership, or elected by the members of the district assembly. While the first approach appears preferable, there would seem to be no advantage in limiting the discretion of the individual systems in this matter by rule.

Eligibility for election to the district board, as defined by the proposed legislation, is restricted only by the requirement that a candidate be a duly appointed representative of the district assembly. Requirements for eligibility, however, may need elaboration in the rules to ensure conformity with other such statutory restrictions as may be applicable. Restrictions of this nature may include requirements of age, citizenship, residency, and occupation (to prevent potential conflict of interest problems).

System Bylaws

The bylaws of a district library system constitute the charter for organization and governance of the system within the basic framework established by the enabling legislation and rules adopted by the Commission. Bylaws are an appropriate subject for inclusion in the rules, when such rules are limited to format and general content. Rules of this nature ensure conformity with legislative requirements, promote a degree of uniformity necessary to sound administration, and provide guidance to system participants in the formulation of bylaws.

Based on an analysis of bylaws adopted by library systems in other states, and similar documents of comparable organizations, the following outline is illustrative of the general format of bylaws Comments related to the content of each section are presented for consideration subsequently.

I. Preamble
II. Organization
III. Objectives and Purposes
IV. Membership
V. Representation and Voting
VI. District Assembly
VII. District Board
VIII. System Director
IX. Finance
X. Reports and Audit
XI. Adoption and Amendment

Preamble. An introduction to the bylaws, the preamble is typically a broad philosophical statement of purpose. This section may include the name of the district library system, the statutory authority for its formation, and the legal basis for the following sections.

Organization. Items normally included in a description of system organization are the geographic area within which the system operates; the major organizational components of the system, including standing committees is established, their basic roles in system governance and their interrelationships; the relationship of the system to the State Library System; and procedures for termination of the system. Should "zones" be established within the system area, as described in the Phase II report of this study, they should be designated in this section.

Objectives and purposes. Like the preamble, this portion of the bylaws is a statement of philosophy, but typically somewhat more specific although not as specific as similar requirements of the plan of service. Statements of objectives and purposes in this section may parallel the legislative declaration contained in the proposed legislation, or address identifiable needs and problems of the area served by the system. They should not, however, be inconsistent with legislative intent.

Membership. This section should identify eligible members and describe the procedures for application and accreditation established by rule. Provisions for withdrawal and reapplication for membership should also be included. Standards for membership and classification adopted by the Commission may be presented or acknowledged by reference.

Representation and voting. Rights of system members to representation and voting privileges on the district assembly should be enumerated in this article, corresponding to applicable rules of the Commission. The manner of selection of representatives, requirements for notification of such designation, and procedures for filling vacancies also merit consideration for inclusion. Additional representation on the district asembly of interested organizations or groups, for example, councils of government, minority group representatives, or others could be established with appropriate restrictions on voting rights.

District assembly. The functions of the three major organizational elements of a district library system--the district assembly, district board, and system director--will require considerable emphasis in the bylaws. In this section, powers and duties reserved to the district assembly in addition to those stated in Section 10(d) of the amendatory legislation should be enumerated. Related aspects of the organization and role of the district assembly requiring definition in the bylaws include the designation of a date for the annual meeting and the procedure, if any, for calling additional or special meetings of the assembly; the number of representatives constituting a quorum for the transaction of business; and the vote required for specific actions of the assembly such as election of board members and adoption of bylaws. If the members of the district assembly are to play an active role in the governance of the system, a procedure allowing for the placing of items of business of interest to the members on the agenda for the annual or special meetings should be provided, although this may not require treatment in the bylaws.

District board. As for the district assembly, powers and duties of the district board should be stated, regular meetings set, a procedure for calling special meetings established, and quorum and voting defined. The composition of the board, its number, representation, and manner of selection must be noted. Any criteria related to representation on the board, for example, requirements based on geography, size of library, or similar factors, in addition to those already in the proposed law should be delineated. Offices of the board should be listed, a brief description of the duties and responsibilities of each presented, and a method for the selection of officers defined. Bonding or other applicable legal requirements should be acknowledged. A provision for removal of members for non-attendance, and a procedure for resignation should also be included.

System director. This section should define the major administrative and appointive powers of the director. Qualifications for employment as system director may also be established.

Finance. The procedures for designation of a depository for system funds and the organization established by the system for financial management should be described in this section.

Reports and audits. The bylaws should specifically acknowledge reporting and auditing requirements established by the State, including regular and special fiscal and program reports, financial and performance audits, and records maintenance. Internal reporting responsibilities may also be established in this article.

Adoption and amendment. This section should describe the process by which the system's bylaws are adopted and amended.

System Director

The only aspect of the position of system director requiring consideration for inclusion in the rules is the establishment of minimum standards of training and experience for appointment. Some states have adopted qualification requirements, while others have not. The option of establishing such requirements may be left to the individual systems, or minimums may be defined by rule. If defined by rule, training and experience should be stated in terms of equivalencies rather than absolutes.

State Grants and Aid

Section 5 of the proposed amendment defines the duties of the State Librarian under the law to include administration of state grants for cooperative library development. Therefore, detailed treatment of the grants and aid program is not required in the rules; however, several key provisions related to the administration of the financial aspects of the law deserve consideration for adoption as rules. As such, their applicability to financial transactions is unmistakable.

Prohibitions of Use

The 1969 Library Systems Act prohibited use of funds appropriated by the Texas Legislature for:

(1) site acquisition, construction, or acquisition, maintenance, or rental of buildings;

(2) payment of past debts; and

(3) replacement of local support of member libraries.

Use of funds for the replacement of local support and the payment of past debts should continue to be prohibited. Past debts, however, should be clearly defined to include the ability of systems to encumber funds. The proposed legislation would permit district library systems to rent, lease, or lease real property with an option to purchase and, subject to the approval of the Commission, purchase or construct real property. The conditions under which systems may purchase or construct buildings must be established by rule.

Much discussion exists among the library community of Texas concerning the advisability of using system funds for the purchase of library materials, primarily books. Generally, the use of system funds for this purpose should be limited to the purchase of library materials related to specific system, that is, cooperative, programs. Examples of cooperative programs involving the acquisition of library materials include interlibrary loan, interlibrary subject requests, rotating book collections, system sponsored bookmobile service, or books by mail.

Under certain circumstances, however, the purchase of library materials with system funds for purposes other than those listed above may be justified. Heartsill Young, in a 1971 article in Texas Libraries, questioned the relative emphasis on cooperative programs, stating: "In a fully developed state library system, every library needs to reach a certain degree of self-sufficiency, and the attainment of it can be indefinitely deferred by over-dependence on the resources of others."[3] This statement is true, and it also indicates two possible results.

Although some libraries might tend to rely too heavily on cooperative resource-sharing programs at the expense of local resource development, as Mr. Young suggested, the overall impact of system services in other states has resulted in increased local support of library development. An alternative means of developing a degree of local (self) sufficiency in library materials would be through the use of system funds to buy books for the various member libraries. While this might achieve a degree of local sufficiency over time, it might also impede local initiative by developing a dependence on system funding in an area that is clearly and traditionally a local responsibility. The use of system funds to purchase library materials for individual libraries, unrelated to cooperative programs, would militate against the purpose of the current rule that size of collection increase annually, which was designed as an incentive to local collection building efforts.

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[3] Heartsill H. Young. "Status Report: 1971." Texas Libraries. Texas Library and Historical Commission, Austin, Spring 1971, p. 3.

If system funds are used for collection building for other than system services at the individual library level, rules governing the use of funds for this purpose should provide an incentive for a concomitant increase of support by local authorities. Additionally, to ensure that the primary use of system funds is consistent with legislative intent, it would appear advantageous to limit the proportion of system funds available for this purpose. Approached in this manner, the positive aspects of collection building to the individual library would be increased, while the foundation of the systems concept, namely cooperative programs, would be firmly established. Rules adopted to permit collection building under the conditions outlined above may include provisions similar to the following:

(1) A percentage limitation on the use of system-operation grants for collection building unrelated to system services.

(2) A requirement that recipient governing bodies match with local dollars, in appropriate proportion, the amount of the grant or the value of materials received under such program, such matching share to be in an amount in excess of the average annual expenditure for library materials during the preceding two fiscal years from local funds.

(3) A requirement that grants for this purpose be made on the basis of demonstrable need.

Any subsidy for library materials beyond those directly related to additional requirements occasioned by system operations, if provided over an extended period, would inevitably lead to a dependence thereon which would work against the self-sufficiency of member libraries by weakening the support of local funding agencies.

Non-Formula Grants

Rules will be required establishing eligibility requirements, application procedures, manner of allocation, and contract provisions for incentive grants, establishment grants, and resource library payments. Incentive and establishment grants should require specific levels of local support as a precondition of award, and the duration of grants limited, possibly in declining year-to-year amounts.

System-Operation Grants

The following comments relate to potential content areas of rules adopted for the administration of system-operation grants. Such rules must establish a method and procedures for the accountability of the systems to the granting agency, the State Library, and ultimately, the accountability of the State Library to the Texas Legislature. The procedures adopted must ensure that resources are allocated according to the State Librarian's plan of service, as approved by the Commission, provide for an accurate and complete accounting of expenditures, and produce comparable data for use in both planning and evaluation.

Standardization of procedures. Standardization of a number of the procedures involved in financial management could aid administration at the system and state-level. The first of these is the designation of a system fiscal year. This should be established by rule, probably to conform to the State's fiscal year. Contracting requirements at the system-level generally, and between the system and participating private libraries specifically, could be clarified through the provision of appropriate guidelines.

The potential and attendent benefits of standardization of fiscal procedures would be greatly advanced by preparing a manual of fiscal administration to be used by all systems. In this way not only would high professional standards of accounting and administration be acheived, but the uniformity necessary for intersystem comparisons would be obtained. This procedure is used by regional councils (councils of government) in Texas, and Texas public schools among others. Recently, a manual of this type has been prepared to assist the organization and operation of the new Health Systems Agencies being organized on a regional basis within the State.

Although the development of unique procedures for system fiscal administration may be desirable, the following manuals used for this purpose by the State agencies mentioned above merit review for possible modification and use:

Guide for Texas Public Schools: Budgeting, Accounting and Auditing. Bulletin 613 for Independent School Districts, Texas Education Agency.

Management Information Control System. Division of Planning Coordination, Office of the Governor. Three volumes:

a) program budgeting and control
b) development of accounting systems
c) fiscal audits of operations

Organization and Management Resourcebook for Texas Health Systems Agencies.

Contract provisions. Contracts should continue to be executed between the State Library and system headquarters for system-operation grants. In addition to normal contract provisions related to financial accountability, requirements should be included which insure that funds will be expended according to the plan of service. The following are illustrative of such requirements:

(1) The specification of the agency or agencies to which payment is to be made.

(2) The specification of the purposes for which funds are to be expended.

(3) A statement that the recipient agency will submit such progress and financial reports as may be requested by the State Librarian and that payment is conditioned on receipt of these reports and performance as agreed.

(4) A statement that budget transfers shall not exceed a fixed percentage between line items or programs without advance approval of the State Librarian.

(5) A description of the procedures and requirements for contract modification.

Appeal Process

To ensure procedural due process, an internal appeal process by which the systems may challenge unfavorable action of the Commission should be established in the rules. Although certain provisions of the Administrative Procedure and Texas Register Act provide an appeal process under certain circumstances, it is not all-inclusive, and the establishment of such a procedure by rule would afford due process to all participants and reaffirm the cooperative and "grass roots" nature of the model of organization and governance recommended for the Texas State Library System.

Conclusions

The rules ultimately adopted by the Commission under the proposed legislation will, in large measure, determine the success of the systems' concept in Texas. They must be both specific and enforceable, addressing at once organizational realities, the need for program accountability, and the role given the State Library for stewardship in this regard. If developed in a cooperative fashion benefiting from the wide input of the library community, the rules can facilitate greatly increased library development and services to Texas patrons.

Although the preceding discussion dealt specifically with the content of rules required by the proposed legislation, a number of the provisions examined are not inconsistent with existing legislation. To the extent these provisions are viewed as desirable additions to the existing rules by the Commission and member libraries, they could be adopted and implemented under current statutory authority.

IV. ORGANIZATION AND GOVERNANCE UNDER THE PROPOSED MODEL

The major features of the model of organization and governance recommended for the Texas State Library System have received considerable treatment in this and the Phase II report of the study. In order to lend additional perspective to the preceding discussion and analysis, this chapter presents a brief narrative description of the recommended organization, focusing on the role of each organizational unit in system governance, and their interrelationships.

This organizational structure is represented by Chart 1 on the following page. The diagram is not an organization chart in the traditional sense, as the structure it protrays is not a classical, hierarchical organization patterned on rigid line and staff relationships. Although the solid lines represent lines of authority, voluntary cooperation of participating units, not authoritarian relationships, is the prime determinant of structure. The broken lines are used to denote a variety of linkages or relationships, primarily membership or function, which are described in the following discussion.

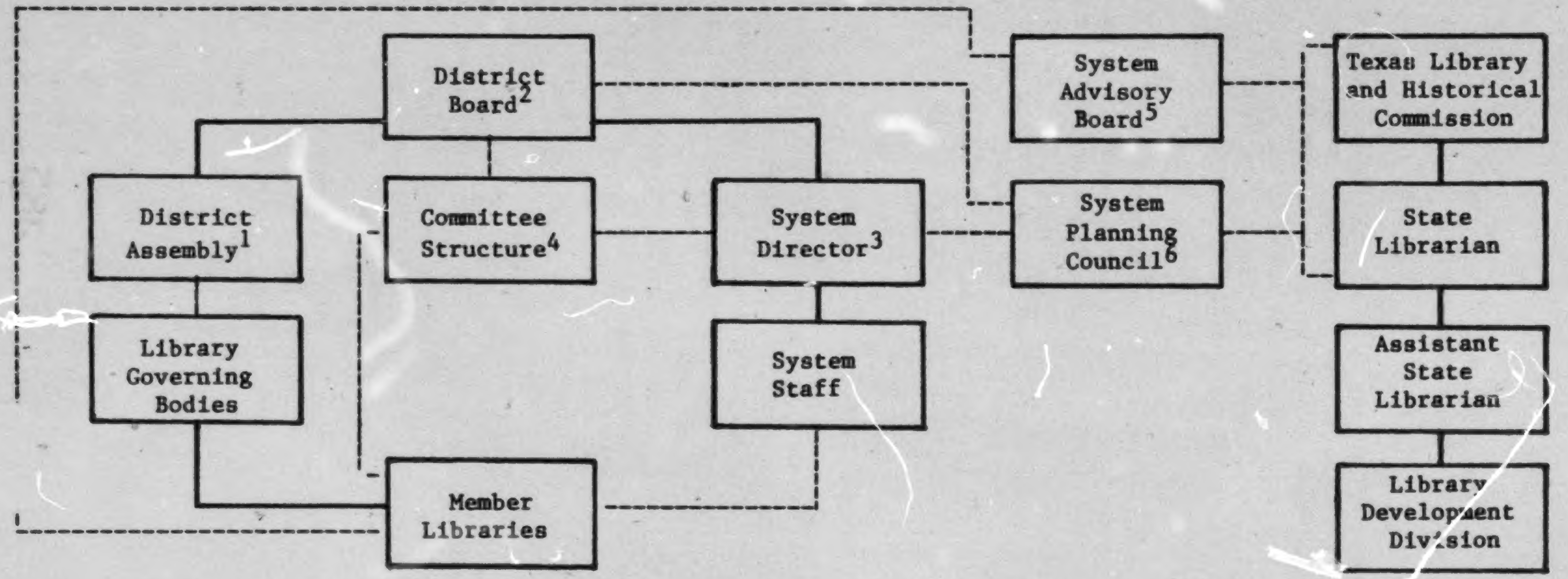
The District Library System

The framework established by the proposed legislation for organization at the system level was designed to afford considerable discretion to participants in organizing for system governance, to grant the power of self-governance to systems, and to ensure active participation in the governance and planning process by member libraries and their governing bodies. To achieve these aims, a basic organizational structure was created and corresponding roles in system governance defined for each district library system.

The District Assembly

This body replaces the "electoral college of representatives" established by the Library Systems Act. Like its predecessor, the district assembly is composed of one representative elected or appointed by each of the governing bodies of member libraries, and meets annually to elect a select number of its membership to represent the members in system governance. Under the proposed legislation, however, the role of this representative body in system governance has been expanded significantly. In contrast to the electoral college, which was created for the sole purpose of electing members to the system advisory council, the district assembly is empowered to elect a district board, adopt bylaws, and receive reports of the actions of the district board and of the program of the system. The law also permits system participants to further define the role of the district assembly through the bylaws.

CHART 1
ORGANIZATION OF THE TEXAS STATE LIBRARY SYSTEM UNDER THE PROPOSED MODEL


District Board[2]
District Assembly[1]
Library Governing Bodies
Committee Structure[4]
Member Libraries
System Director[3]
System Staff
System Advisory Board[5]
System Planning Council[6]
Texas Library and Historical Commission
State Librarian
Assistant State Librarian
Library Development Division

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[1] The district assembly is composed of one representative elected or appointed by each of the governing bodies of member libraries.

[2] The district board is elected by the district assembly from among its membership and is the governing body of the district library system.

[3] Appointed by the district board, the system director serves as the administrative and executive officer of the system, appoints a system staff, and committees.

[4] The committee structure, composed of committees of librarians and other persons appointed by the system director or board, performs advisory or specific functions assigned by the director or board. Standing as well as ad hoc committees may be established.

[5] The system advisory board is composed of six librarians appointed by the Commission to advise the Commission and State Librarian on matters related to membership, classification, and similar standards, program guidelines, evaluation of plans of service, and boundary revisions. A maximum of three ex-officio members may also be appointed to the board by the Commission.

[6] The system planning council is composed of the presidents of the district boards, system directors, and State Library personnel designated by the State Librarian. The council advises the Commission and State Librarian on the coordination of system planning and operations.

Importance of the district assembly. The district assembly can serve to bring laymen to a point of knowledge of and participation in library development much beyond the current situation, thereby bringing important strengths. This will not result automatically, but can evolve if the library profession seizes the opportunity for joining hands effectively with the lay leadership in seeking the goals of the system legislation. In the experience of other states with strong lay-professional teamwork many examples of substantial benefits have been cited.

There are a number of ways in which the lay membership of district assemblies may become involved. The specific duties mentioned in the legislation are not a complete catalog, and indeed much of the activity must be informal. They may join with librarians in system study committees, receive periodic and special reports, become informed of how local library improvements might dovetail with system programs, report back to the governing board of which they are a member, and lend their support to local as well as system library programs. Through system activities lay leadership may reach levels of interest and support never before experienced. One thing appears certain--after joining the district assembly the members must not be ignored between meetings if their assistance is appreciated.

The District Board

Members of the district board are elected from among the representatives of the district assembly to comprise the governing body of the district library system. Through the electoral process and such other means as may be prescribed in the bylaws, the members of the board are ultimately responsible to the district assembly for their actions.

Membership. The law requires that the board consist of from five to eleven members, and be composed of at least 60 percent of representatives of general-purpose governmental units, with at least one member representing each type of library--public, academic, school, and special--holding membership in the system. Subject to these statutory provisions, additional requirements related to the composition and representation of the board may be established in the bylaws. For example, representation on the board could be defined to reflect such characteristics of the system as geographical zones, library size, or population distribution.

The success of the system and its sense of responsibility to its members will depend very little on the size of the district board. Serious consideration was given to recommending a maximum of nine instead of eleven members on the board. Much information was received in favor of small boards. Individual interest and participation is greater among small boards. The smaller number is administratively more workable. Above all, the major factor in board operations is the wide participation of members before the board decides. If this is accomplished the number of persons making the final decision may be fewer. Large numbers on the board are not then necessary for adequate representation of all points of view and thus a reasonable compromise between values is reached.

Lay membership for the board is soundly based in precedent and is the most important link between the trained librarian and the official governing bodies supporting the system. It does not have the effect of removing the librarian from a position of influence, which under the proposed legislation is deemed essential and feasible. Rather it is the necessary and powerful link with the librarians external environment, plus an objective partnership in realizing library goals. The important thing is for the librarian, usually a full-time expert, to work with the layman in ways that accomplishments are beyond anything which either could do alone. In developing the proposed legislation strong support for lay district boards was found among library directors.

Powers and functions. In many respects the role and powers of district boards are similar to those of the Major Resource Center director and the library's governing body under the present law, but correspond more closely to system governing boards in other states, and to the executive committees of councils of governments and the boards of directors of education service centers in Texas discussed in the Phase II report.

The board is authorized all powers necessary to operate the system. It appoints a system director, formulates bylaws and proposes amendments, adopts a plan of service prepared by the system director in conjunction with member librarians, and is empowered to contract, receive and expend money, and to rent, lease, purchase or construct real and personal property in the name of the system.

The principal limits on the powers of the board are two. First, the board may not infringe upon the rights of the member libraries. Any discretion foregone by the member libraries in order to accomplish mutual aims are subject to prior agreement. Care must be excercised that the voluntary cooperation of peers is observed. Second, if the the State Library is to serve on behalf of the systems, it must be given certain powers to match its responsibilities. These powers are two in nature, those exercised on behalf of and in agreement with the systems and their members and those which derive from state funding. The district board, therefore, must find a way to reconcile these two sources of authority whenever there appears to be a conflict--not an easy but nevertheless an essential and proper function which if well done, furthers the objective of cooperative efforts.

The System Director and Staff

The administrative and executive officer of the system, the director is appointed by the district board and serves at its pleasure. Among other duties, the director is responsible for preparing and administering the plan of service and the budget, and for carrying out the policies and directives of the district board. Staff necessary to implement system programs are appointed by the director.

Two options exist under the proposed legislation for the designation of a system director. The first option is similar to the existing Major Resource Center organization in that the director would be a part-time library director and also part-time system director. However, in contrast to the current situation, instead of reporting to the governing authority of the library (usually the city council) the director would report to the district board regarding system affairs. Furthermore, instead of employing system staff as local library staff assigned to system duties, they would be system staff only. The second option is the appointment of a director unrelated to any member library, probably on a full-time basis, and also reporting to the district board. As in the first option the remainder of the staff also would be employees of the system rather than a member library. This second option, having a staff, including the director, completely separate from any member library, has emerged as the preferred form of system administration in other states.

The discretion granted systems in this matter reflects the responses to the questionnaire administered in Phase I of the study. Statewide, 65.23 percent of the respondents expressed their preference for alternative forms of system governance. The majority of librarians in six of the ten systems advocated some form of change, while a majority in four systems favored the existing administrative organization. Regardless of which option is selected. however, the role of the system director defined by the Library Systems Act has been modified to ensure responsiveness and accountability to the system membership.

The committee structure. A recurrent theme expressed in the responses to the questionnaire and interviews conducted during the course of this study was the desire for an effective and formal mechanism by which the views of member librarians could be incorporated in the planning and decision-making process. At the system-level, this has been accomplished by requiring the system director to appoint committees of librarians and other persons to advise the director on the preparation of the plan of service, methods for improving cooperative services, and other matters important to library development. Ad hoc committees also may be formed by the district board. Standing committees in such areas as finance, program development, evaluation, and bylaws could be established if desired.

Although the committee structure shown in Chart 1 is not specifically created by statute, the power of both the director and board to establish this organizational element is implicit, and its creation may be anticipated as an inherent characteristic of the proposed organization. Similar committees are used extensively by library systems in other states, and by comparable intergovernmental organizations in other states and Texas. They provide an invaluable mechanism for formal communication, technical advice, program planning and evaluation, and related functions. The impact of committee recommendations on system governance should not be underestimated.

The State Library

The proposed legislation would not greatly effect the organization of the State Library. The relationships of the Commission and the State Librarian would remain the same. The Division of Library Development, reporting to the State Librarian, and to the Assistant State Librarian as directed, would adjust internally to new procedures and modified relationships with district library systems. Many of the changes would be subtle, as suggested in the Phase II report; others would be in response to the requirements imposed on the State Library by rules adopted by the Commission as discussed previously.

Library and Historical Commission

The changes now taking place in the role of the Texas State Library and Historical Commission and their likely intensification as library systems flourish were discussed extensively in the Phase II report and will not be repeated here. The major changes in the proposed legislation insofar as the Commission is concerned, are the charge of the Legislature in its declaration of purpose and the specific listing of the major duties of the Commission. These give the Commission and all those interested in the Commission's performance of its public trust, a clear statement of its goals and duties, which is absent in the 1969 Act. This statement is intended to be ample for cooperating fully with the libraries of Texas in the task of creating and maintaining strong and effective library systems.

State Librarian

The relationships of the State Librarian would undergo no major change at the state level in the proposed legislation. One proposed feature would permit the State Librarian, as well as the Commission, to utilize the Advisory Board directly. The role of the Advisory Board is discussed below.

The two principal changes in relationships for the State Librarian and all of his staff would be occasioned by the creation of district system headquarters organizationally separate from any library and by the establishment of a system planning council. Under the current legislation much of the administration of the systems has dealt with questions which have involved the intertwining of system management with that of the Major Resource Center's own library management. Under the proposed legislation the operation of separate system headquarters would bring a new set of managerial procedures and concerns. At the same time the creation of a system planning council, discussed later herein, would provide a working organization for promoting effective interaction between the State Library and the systems, as well as between the systems themselves.

In addition to the above, the existence of system governing boards rather than system advisory councils, could be expected to bring more active and productive relationships with the State Library.

The Advisory Board

The system advisory board is similar in both role and composition to the board established by the current Library Systems Act. Appointed by the Commission, the board's membership includes six librarians and may also include a maximum of three ex officio members. Its purpose is to advise the Commission and State Librarian on the policy to be followed in carrying out the purposes of the law, including:

(1) standards for membership and classification of libraries;

(2) standards under which libraries and systems qualify for state grants in aid;

(3) program guidelines for developing system services;

(4) standards for evaluation of plans of service; and

(5) revision of boundaries of district library systems.

These specific advisory functions, although not limiting, are established in Section 6 of the proposed legislation. This represents a departure from the Library Systems Act, and was done in order to more clearly define the role of the advisory board in relation to system governance.

As will be noted from the duties listed above, the function of the Advisory Board is to counsel on broad policy matters. It would not be expected to become involved in detailed operational matters. Its membership would be expected to represent extensive and recognized expertise in the field of library and information science. Experience in every type of library would normally be represented, especially academic, school, and public. Library education would also provide a field of knowledge and leadership from which one or more members might be selected.

The ex officio members would offer a new dimension to the Advisory Board and their addition reflects especially the proposed extension of system membership to academic and school libraries. Members might come from other state departments with library interests and responsibilities, such as the Texas Education Agency and the Coordinating Board, Texas College and University System. In turn these or other agencies providing an ex officio member might invite a representative of the State Library to serve on a relevant board or committee in their agencies, thus improving exchange of information and coordination of library programs at the state level.

In addition to ex officio members appointed from other state agencies, an appointment of this nature might be made from the Texas Library Association, such as the president, vice president, or chairman of the library development committee.

System Planning Council

The proposed System Planning Council represents a significant new organizational means to help the system headquarters and the State Library to work together constructively. It is a working organization, intended to deal with specific system services, intersystem procedures, program balance, administrative methods, and financial arrangements. Out of this exchange will come suggestions for the State Library and for the system headquarters which will both improve their internal functioning and the effectiveness of the linkages between them.

The need for policy changes tends to emerge from day-to-day administration. Although not primarily an advisory body, from the deliberations of the System Planning Council policy, questions would arise and require a response. These would include policies for adoption at the system level and others appropriate for the state level. The council, therefore, would logically propose policy changes which the State Librarian could consider. If so indicated, the State Librarian could bring the policy questions to the Advisory Board and the Commission. This provides a chain for policy consideration which may start with a problem in any member library and work its way through the system of committees and district board, the council, and finally to the State Librarian, Advisory Board, and Commission. Obviously the System Planning Council, offering the principal means for collaboration of all systems together, can be an extremely important formal link in the cooperative arrangements.

The membership of the council comprises the presidents of the district library boards and the directors of the systems, together with appropriate staff of the State Library. The strength brought to library development by a body thus composed of lay leaders and librarians is deemed particularly significant. Participation by the presidents of the district boards may be expected not only to assist in the council's own activities but redound in important leadership benefits for each system's separate operations, including enhancement of the system director's relationships as well as the influence of the member libraries through the district board's effectiveness.

Library Members

Librarians, under any kind of organization, can exert influence at any level thereof on their personal initiative. This is not enough, however. Regular channels of communication also must be created and acknowledged by all concerned.

The most important linkage in the proposed legislation is between the librarians of the member libraries and the system director and his staff. This channel is open at all times and may be set forth in a detailed way in rules of the Commission and regulations of the district library board. It is essential for the giving and receiving of library services.

This daily operational channel is augmented by committees of librarians appointed by the director of the system as provided in the model legislation. At this level system operations and policies as a whole may be considered.

The member librarian also may influence system affairs through the representative of that particular library to the district assembly, who may then approach the district board. The representative may also, of course, use informal channels to any element of the state system.

Meetings of both assemblies and boards of the district are open to librarians and others, and offer a way for making contributions.

At the state level librarians comprise the membership of the Advisory Board, which is consulted on all important policy matters.

In all of these ways the systems could hardly fail to represent the legitimate views of the library community, tempered primarily by the funding decisions at local and state levels based on broad social policy and program priorities.

V. IMPLEMENTING THE RECOMMENDATIONS OF THIS STUDY

The objective of this study was to develop a plan for the best possible library system for Texas. In fact, it would be reasonable to hope that execution of the proposed plan could lead to the outstanding state library system in the nation. A few other states have a significant head start over Texas, but their limitations in law, in organization, or in breadth of participation of libraries are such that adoption of more advanced concepts in Texas would set the stage for raising library cooperation to a new high level.

The creation and development of a library system involving perhaps over one thousand independent libraries into a smoothly operating unit is not, however, a simple matter. It calls for a high degree of sophistication, understanding, and determination on the part of the library community. The purpose of this chapter is to mention some of the steps to be taken and problems to be anticipated and overcome, in addition to those discussed in Chapter III on the content of rules.

Dissemination of Information

A number of important segments of leadership in the State will need to be informed of the proposals for broadening and strengthening library development through cooperative efforts. These include all librarians, their governing bodies, library boards and commissions, relevant state agencies (particularly in educational areas), and finally and importantly the state legislative and executive authorities.

The Library Community

From the beginning it was proposed that the review of system operations in the State would involve wide representation followed by dissemination of the proceedings at every stage of the process. To accomplish this a Systems Study Advisory Committee was created, comprised of eleven persons including librarians coming from school, academic, and public libraries, and from the field of library education, and lay persons on existing system advisory councils. This group was joined by the System Advisory Board, a body established under the 1969 system legislation, and the Texas Library and Historical Commission. These bodies have followed closely the development of the system study to its completion by the consultants. Due to special knowledge thus acquired by the membership of these official groups, an obvious advantage would accrue if they continue to participate in implementing phases of the project, both as organized bodies and as individuals with wide acquaintance in the library community.

Distribution of study reports. The State Library, in order that information would be widely shared, decided to send throughout the State copies of the report following each of the three phases of the study. In addition to librarians--public, academic, school--occupying positions of leadership in the Texas Library Association, copies were sent to current member libraries so that they would be reasonably available to every librarian and interested citizen. Further distribution is planned following reproduction of additional copies.

Texas Library Association. The library community as a whole, working through the Texas Library Association (TLA) was responsible for fostering the cooperative concept initially in the State. This organization was established among other things, to consider just such proposals as this and is an extraordinarily useful body for giving impetus to needed advances in libraries and in the library profession. From the beginning of the study it was planned to ask the Association to help bring the issues before the librarians of the State and to assist them in arriving at a consensus for action. This is obviously an important step to take and the April 1976 meeting of TLA offers the first opportunity to do this.

The annual TLA meeting should be supplemented by district meetings around the State, with members of the study groups, system officials, and State Library staff available to explain the proposals and receive reactions and suggestions.

Arriving at a Consensus Among Librarians

Ultimately the library community will want to arrive at a decision on the issues and to communicate its wishes to the State Library and Historical Commission. If the Commission agrees the stage will be set for introducing in the Legislature a bill to amend the existing Library Systems Act to accomplish whatever has been decided. This may involve modifications of the proposals set forth in the study and reflected in the proposed legislation.

The Systems Study Advisory Committee and the System Advisory Board, along with the staff of the State Library, would be the indicated bodies to receive suggestions from librarians all over the State as they give thought to the means for library development and the utility of cooperative systems in this regard. With their knowledge of the full course of events in this matter, they are in a unique position for bringing consistency and balance to the consideration of suggestions or recommendations.

As has been pointed out, this phase of implementation of the study will probably be the most difficult. Reaching agreement among librarians themselves is the critical aspect. Therefore, whatever program may be necessary to ensure that all librarians become fully informed is especially important. Each must examine the issues in much the same fashion as the consultant has done. It was to facilitate this thought process that the reports have dealt extensively with the various alternatives and gone to some length in setting forth reasoning. It is believed that if the librarians in the State will give this matter the time which its importance deserves the project will not be permitted to dawdle while the benefits of cooperative systems languish.

Consideration and Adoption of Amendatory Legislation

The involvement of friends in the Legislature will come following agreement on the text of the bill. The library community has already gone through the legislative process with the current systems act and other legislation, and comments on this aspect appear unnecessary.

Implementation After Adoption

Following adoption of the amendatory legislation a number of important steps must be taken to place the reorganized district library systems into operation. Some of these are mentioned hereafter.

Adoption of Rules by the Commission

The importance of system rules by the Library and Historical Commission are so fundamental to carrying out the provisions of the proposed legislation that Chapter III of this report deals specifically therewith. Only certain major features need mentioning here.

Facilitating the participation of school, academic, and private libraries into the statewide system. Librarians of each type of library will want to determine recommended membership requirements for submission to the Commission. Committees may be formed for this purpose. In addition to the librarians of the particular type of library, representatives of the other types might well be included as non-voting resource members to encourage consistency in membership requirements whenever appropriate.

Then the necessary administrative process for initiating and approving applications must be carried out, involving the governing bodies of each library. Ultimately much of the application procedure for membership will probably be delegated to the various system headquarters, leaving only the final decision in the State Library, and rules and procedures should be designed accordingly. It does not appear reasonable that the State Library will want to deal directly with every one of more than a thousand libraries when the system headquarters will be much closer, more convenient, and more knowledgeable of individual library conditions.

Program guidelines. If system services are to progress steadily it will be necessary to develop program guidelines on a long-range basis. Guidelines represent the basic policy with respect to cooperative library programs. The State Library will be held accountable to state government for achieving legislative goals and logically will take the lead for articulation of the guidelines. However, it must be a combined task for all participants for in the end it will be agreement on these fundamental goals which constitutes the "glue" binding the librarians and the public together for achievement not otherwise possible.

The guidelines for early periods following adoption of the proposed law will tend to appear inadequate as systems progress. But as the cooperative machinery improves and the familiarity of libraries with existing service and potential services increases, careful attention will be needed to ensure that program guidelines lead to higher quality of service as the capacity of libraries to meet higher goals expands. The guidelines, therefore, should be seen as progressive and subject to continual updating, involving in the process the library community in one of the most interesting aspects of any vocation--beneficial change. If the process is well carried out, inevitable differences of opinion will tend to be resolved into compromises at an early stage and thus become less potentially destructive to the operation of the cooperative system than conflicts which arise after commitments of personnel, funds, and personal pride have already been made. The guidelines should benefit from the contributions of the best thinkers among Texas librarians, those best acquainted with the growth of patron needs and those most aware of the frontiers of library science. They also should profit from the skills of the best administrators, who can translate the aspirations of the profession into workable program projectsions. The guidelines, in short, should be a combination of sound philosophy and advanced concepts, and susceptible to practical application.

Plans of service. The proposed plans of service are practical work plans responding to the broad program guidelines mentioned above. Initially a plan of service may be a one-year plan of action, but as system administration develops it will more likely become a long-range plan with annual increments, the first of which--the current plan--will be a specific work program for the fiscal year.

Plans of service developed without guidelines could result in great diversity and inequality of library service among the several district library systems. Such a situation would indicate a lack of communication among systems and with the State Library. It would denote inadequate coordination of district systems by the State Library. Both the proposed governance structure and the employment of program guidelines, however, should ensure that plans of service are developed in a constructive way.

The line between guidelines and specific service plans is not sharp. One tends to fade into the other as the colors of the rainbow. But they are nevertheless also as distinct as those colors at their brightest. It is not necessary, nor perhaps desirable, that they be sharply separated. The program guidelines exist to aim the plans, but the development of plans may reveal in turn a need for revising the guidelines. If plans of service should be found deficient upon their submission by district library systems, it might not necessarily result from ineffectiveness of system administration, but rather because of inadequate guidelines. And if conflicts arise over plans of service, their origin might be rooted in lack of agreement with and understanding of those guidelines.

Plans of service, together with the funding contracts based thereon, constitute the major linkages of district systems and the State Library in their joint efforts. They are an essential administrative tool for informing each party of his obligations and of the resources available to discharge them. They represent an agreement for carrying out certain specific services, underlying which is accord on fundamental concepts of library science, the system legislation and its plan of governance, and the program guidelines developed by the library community.

A plan of service is also the basic contract between a system headquarters and its member libraries. It is of daily concern and importance to each member librarian. It tells each library what cooperative service is available and to what degree. And each such library must be able to rely thereon in order to dovetail local staff and facilities with system resources and service loads. For these reasons, the development of a detailed plan of service must take place with the full knowledge and participation of member libraries. Changes in a plan must be developed and announced with anticipation in order for each library to make the corresponding internal adjustments.

The district system must take the lead in formulating plans of service. The State Library must be interested in the process and have the assurance that member libraries are fully involved in the process. Furthermore, the State Library must be involved in order to see that the plans are developed in accord with the program guidelines and also to detect any need for modifying said guidelines.

Due to the importance of this administrative process, the State Library is authorized under the proposed legislation to "consider, and approve, revise, or reject plans for system services." This is a key feature of the legislation, basic to most relationships of the various entities cooperating. As had been pointed out, this authority of the State is deemed necessary to effect coordination, insure consistent quality of system services, exercise the leadership expected of it by the member libraries, and remain accountable to the state government for its broad concern in libraries and for the funds appropriated. Yet, the State Library is subject to the provisions of the Administrative Procedure and Texas Register Act, which became effective on January 1, 1976, and provides an appeal procedure which can serve to clarify policy and lead to policy revision as well as resolve a particular dispute. Under these circumstances arbitrary administrative acts, particularly abhorent in a truly cooperative arrangement, are not feasible on the part of the State Library even if so inclined. This is one of the many balancing features which has been considered in the process of designing a proposed system of governance to provide equilibrium of influence among many independent and voluntary participants.

In the implementation of the proposed legislation care will be required in establishing procedures for preparing plans of service. The more thorough the interchange between systems headquarters and their libraries and between the headquarters and the State Library, the better will be the plans and the smaller the disruptive disagreements.

With regard to the division of specific service activities between the State Library and the systems, the matter of management of the interlibrary loan program is foremost and deserves special mention. If the system concept is to prosper in Texas it is considered essential that the operation and fiscal management of interlibrary loan be decentralized to the systems as soon as they are administratively competent to assume the responsibility.

Organization of District Library Systems

The Commission is directed to prescribe the procedure for organizing a district assembly. In so doing it could provide that at a meeting of representatives sent to a district assembly by the governing bodies of the various libraries the State Librarian could reside until the assembly elects its own officers. This would be similar to the action of the Secretary of State of Texas, who presides for the legislative bodies until they are organized.

Specifically, the State Library should draft a model set of bylaws for district assemblies. This would greatly assist in the initial organizing effort, and also encourage uniformity in officers and procedures.

The district systems, once organized will have a challenge in keeping the citizen members of the assemblies informed and in active support of library systems between annual meetings. Not only the system headquarters, but also the library represented, will have an obligation to keep the respective representative informed. Since the opportunity for intervention by or aid from such representative will undoubtedly occur from time to time in both local library and system affairs, the effort should be worthwhile. The State Library should find ways to assist in this through suggestions and publications.

Standards for district boards. Similarly for district library boards it would be helpful if model bylaws could be prepared ahead of time for the consideration of these boards at their organizational meetings. Model administrative regulations also should be prepared. Of particular importance would be the adoption of uniform budgeting, accounting and auditing procedures, which could be accomplished by developing a manual of standard administrative and financial practice. This has been done under similar circumstances in the State for the regional planning commissions and more recently for the health system agencies.

Director and system committees. The system director could be aided by providing central assistance in personnel systems, job classification and compensation studies. Service reports will need to be standardized to permit intersystem comparisons. A number of administrative procedures related to specific services would benefit from uniformity among systems and system directors would logically be involved in any joint efforts for their development.

Committee arrangements at district level could be made similar in purpose and helpful standards could be developed for effective involvement of member libraries in system planning and management.

System Planning Council

The Commission should provide basic rules for the operation of the System Planning Council. This council has been proposed as a working organization of basic importance to day-to-day service programs, intersystem and state-system relationships, and to the development of plans of service.

The council also may originate broad policy concepts from time to time, arising naturally from the practical problems of system operations with which it would be primarily concerned. In such case it would refer them to the State Librarian for consideration, who in turn might obtain the views of the Advisory Board, and in cases requiring action of the Commission, such as rule adoption, refer the matter to that level.

The inclusion on the council of the system presidents, as lay persons, is considered of special importance. This participation will greatly strengthen leadership at the local level, redounding not only to the advantage of the director and the other district board members, but also to that of the member libraries. Rules adopted by the Commission might allow the designation of the district's vice president as an alternate to the president for purpose of attendance at council meetings. Directors probably should not be allowed to send staff members in their place except in cases of illness.

The presiding officer of the council should be the State Librarian, Assistant State Librarian, or the Director of Library Development. The agenda of the meetings should be prepared by the State Library, with all members asked to submit agenda items.

The System Planning Council could become the most important single body for bringing together local and state elements of the cooperative effort for the development of administrative methods, problem-solving, and program planning.

Utilizing the Interstate Compact

Following adoption of the Interstate Compact arrangements should be made by the State Library to communicate regularly with counterparts in adjoining states. System directors, especially those with coterminous boundaries with an adjoining state should be encouraged to do the same with directors of said state or states. In this way opportunities would be revealed for widening and strengthening library cooperation on a regional and national scale.

VI. THE RATIONALE FOR STATE PARTICIPATION IN COOPERATIVE LIBRARY SYSTEMS

Why should the state government become involved in cooperative library systems? As pointed out in the Phase II Report (VI-4), if libraries in Texas should wish to form cooperative systems they have that power already by means of contracting with each other. Furthermore, funding arrangements through the libraries themselves could be incorporated in said contracts. They would not need special legislation for this purpose. If this method of organization were employed there also would be no concern over possible undue influence by the State, so often said to follow state funding. What then is the reason for proposing state involvement in library systems? Why should the State Library be asked to participate?

No doubt the alternative of exclusively local involvement was considered and rejected in the late 1960's when the librarians of the State, through the Texas Library Association, proposed active participation in and substantial funding of library systems by the State of Texas. The 1969 Act, which was adopted at their request, clearly indicated a desire for participation by the State of Texas through the State Library. In fact, the legislation placed almost the entire responsibility for system governance in the hands of Major Resource Centers and the State Library, leaving the member libraries and their governing authorities with only indirect influence. Through this legislation the libraries specifically called upon the State Library (a) to adopt and administer a statewide plan for development of public libraries, (b) to set membership and service standards and enforce them, (c) to extend public library service to all counties and cities of the State, and (d) to administer a program of state grants for the operation of the cooperative systems and related objectives. In short, the State Library clearly was asked to assume the principal leadership role. This role plus substantial state funding were enthusiastically endorsed by over 2,000 interested citizens and professional librarians at the First Texas Governor's Conference on Libraries in 1966 and subsequently by many actions of public officials and the literary community. Although the State Library had for sixty years been charged by law with encouraging all libraries to improve service and had done so in many ways, the new law was intended to intensify this effort far beyond that of the past. When fully funded in fiscal year 1975 and subsequently, the level of state participation in public library development was raised to an important degree.

The federal government previously had adopted programs to spur public library development, and funding from this source played an important role in preparing the way for cooperative action in many states. When adequate funding was delayed in Texas, federal funds were used to make the first substantial effort to develop cooperative systems.

The Role of Other States in Library Systems

In its own planning Texas has profited from the experience of some other states in determining its own course of action. Unquestionably the quality of library service has advanced most notably in states that encouraged cooperative endeavors among libraries and supported them financially. Two with a good record of experience are New York and Illinois. In these and other states it may be noted that the participation of the state government has not reduced local financial support of libraries or reduced the feeling of local responsibility. This circumstance has provided added conviction that state participation and funding in library systems improves service in ways that libraries alone cannot achieve and in ways that are a justifiable and desirable extension of state interest.

In other words, state involvement may be characterized as supplementary to local efforts in activities not inherent in local administration. Even without examining closely the nature of these activities, the presumption emerges that a logical state role has evolved. However, examination of such presumption appears desirable, as follows:

Rationale of State Participation in Terms of Library Needs and Activities

Probably the strongest argument for the need of cooperation among libraries together with state support therefor is the impossibility of each library having all of the books and other media of communication necessary to meet the requests of their patrons. Furthermore, although the range of bibliographic requests tends to be narrow when populations served are smaller, the patron of the smallest library in the State may request a volume so rare that it may exist only in one of the largest libraries. But the patrons of the largest libraries also are limited in their requests, for no library, however large, has every item called for. Some libraries, at great expense, improve their collections substantially in order to reduce the number of requests unfilled. But economic limitations and problems in acquisitions, together with the infrequency of requests for many items make this unjustifiable beyond a certain point. A collection of 1,000,000 volumes in a county of 2,000 population, for example, could fill most of its requests, but the costs per person would be enormous and unacceptable. Furthermore, most of the books would remain unused.

Clearly, an exchange program places most books at the disposition of every patron, even those in remote rural areas. Therefore, with a well organized interlibrary loan program no library feels constrained to maintain a collection beyond a certain level of request fills. While that "certain level" might be hard to identify with precision, obviously it is at a point below that necessary for a library acting in isolation. Interlibrary loan matched with carefully sized and selected local collections offers the best bibliographic service at the lowest unit cost to society. But even if the unit cost were somewhat higher, the enormous value of placing greatly expanded bibliographic resources in the hands of every citizen, wherever located, would be attractive to the public.

How the State Assists in Achieving Bibliographic Balance

Experience has shown that interlocal cooperation has developed frequently among two or a few units, whether they be libraries or other public activities, but has not extended to large numbers of independent organizations unless supported by a central authority or coordinator. It has been found impractical for the leaders of one or several local entities to dedicate the time and expense for extensive organizational effort involving their peers in projects of generally equal concern. Since this function has traditionally been assumed at a higher or more comprehensive level of activity, the interested organizations commonly request their intervention. The more complex the endeavor and the greater the financial requirements, the more this is true. Extensive interlibrary loan programs are in the category of large and complex activities. Although collections are the responsibility of individual libraries, interlibrary loan is clearly a cooperative endeavor.

The State's first interest in interlibrary loan derives from its standing interest in equalizing among its citizens the social, cultural, and economic benefit of governmental action. A second interest stems from its long-standing policy of encouraging local library development through state cooperation and aid. In a very practical way, and because of circumstances peculiar to library service, these objectives cannot be met by unassisted library cooperation. It has not happened in other states and it would be unrealistic to expect otherwise in Texas.

It is not enough to say that benefits received by local citizens from interlibrary loans should be paid by them locally. Being a statewide activity it is more logical that local citizens receive part of the benefits through funds paid by them to the State. While it is true that obtaining library materials through interlibrary loan saves the local library the expense of purchasing as many books as otherwise it would need, in fact, the cooperative endeavor also brings an increase in local patronage which the library must meet in terms of staff, hours of access, and other features of local service paid from local funds.

In short, the special needs of libraries as illustrated by the service of interlibrary loan, benefit from and require intergovernmental cooperation between the state and local levels. Ultimately a greater exchange across state boundaries may be expected. Like every service, it will stand or fall on its own merits. In this case the merits seem so outstanding that library service to all citizens may be expected to reach levels previously thought impossible. But it will not do so without state funds and coordinative support.

State Participation in Other Cooperative Services

The above comments on interlibrary loan are illustrative, and such an extended account with respect to other library services is considered unnecessary. Nevertheless, a listing of certain services which already have been found of great importance in cooperative library systems in Texas and elsewhere might be useful at this point.

Sharing of professional expertise is widely practiced in systems, including cooperative purchasing, centralized processing staff recruitment, public information, report preparation, and printing. Some of these activities also bring economic advantages. The initiation of such activities usually springs from leadership in system activities which is shared by the State.

Professional development is a significant activity which requires interlibrary participation to achieve significant levels. Results are real even if not susceptible to exact measurement. Workshops, distribution of professional information, and educational opportunities of various kinds are involved. Central coordination and staffing assistance at the state level is logical. It is an activity which the State Library has carried on for quite a few years and is generally applauded by libraries as helpful and natural.

Technical assistance to individual libraries is also an activity which has been carried on by the State Library for some years. The creation of district systems has modified its role, and a large part of this activity has been decentralized to the systems. The State Library's role in this activity can be expected to remain relatively small, especially if the district systems are made large enough to justify strong staff personnel in this respect. However, technical assistance to systems staff, and coordination and evaluation of system work done in this area for individual libraries, will be called for from the State Library.

A major responsibility of the State Library will continue to be intersystem activities. The boundaries of systems, as already pointed out in the Phase II Report, are not intended to isolate the libraries or inhibit needful communication and cooperation between systems. Nevertheless, this tendency inevitably develops and efforts by the State Library to encourage intersystem cooperation is essential as a statewide concern.

Administration of State Grants Planning, and Program Guidelines

The creation of district library systems implies acceptance by the member libraries of the obligation to achieve the goals of the state legislation that they sponsored. Based on this understanding the State appropriates funds related to statewide interests in library services, and it looks to the State Library to see that value is received. In broad terms all parties arrive at basic agreement of mutual interests and the role of each in furthering them. In details, of course, differences inevitably arise from time to time regarding obligations, participatory roles, and distribution of program benefits. The administrative process, in this case acting through a cooperative structure of peers, must patiently and continually seek and find viable conclusions.

The administration of state grants is always a sensitive area of concern to all parties. It involves the whole area of program guidelines, plans of service, and adequacy of program performance. The libraries themselves, through district library systems, seek the most propitious way to achieve sound program planning and execution at the level where the library patron is served. The State must be satisfied that the systems have developed adequate plans, and are carrying them out effectively, in order to justify state financial support to system's operations. It adopts program guidelines for this purpose. In so doing, however, not only is the State Library, which is given this duty, acting in the interest of the State, but also in that of the individual library members who profit from a review of the adequacy of the work of their system headquarters. Also, the State carries a responsibility to insure a reasonable uniformity in program quality among the several district systems and the sharing of program experience among all involved.

Since this process of interaction is inevitable under a cooperative system involving state funding, the participants may benefit by accommodating themselves to the arrangements and helping it work to the advantage of the program's objectives. The better the quality of input into the planning process, the more smoothly and effectively the cooperative structure will function. The State should not be forced into substituting for the libraries through default in their own planning responsibilities, for this would alter the intended desirable relationships.

It would be unrealistic to think that an involved process of the kind described could be carried out voluntarily by a number of systems lacking a coordinative mechanism. Under such circumstances, despite good intentions, costs would tend to increase and effectiveness suffer to the point of program reduction or elimination. If, therefore, library service in Texas is to reach the higher level now possible and proposed, the State has an essential cooperative role to play in developing program guidelines, in planning specific services, and in funding joint activities not feasible through local appropriations.

Broadening Membership in District Library Systems

The greater the diversity of membership, the more complex will be the programs and operations of library systems. The proposed legislation provides that any library in the State, under membership requirements initiated by the libraries themselves, may become members. It is perhaps the most important single element of the proposal in terms of the bright potential it offers for future library service.

The proposed growth in number and types of libraries joined in cooperative endeavors is significant in terms of the role of the State. A central coordinative agency is deemed essential to facilitate the arrangements for this important extension of the cooperative endeavor. The State is the only organization that can effectively perform this role. Its participation would be justified on this basis alone if this study's views of its importance are shared.

Administration of Membership Requirements

Requirements for membership in library systems have several purposes. One is to insure that each member exerts a reasonable level of local effort to provide library service according to agreed standards. Otherwise it could place disporportionate demands upon the system's services, to the disadvantage of other members. The adoption of minimum membership requirements eliminates at least the extreme conditions, as well as identifying for the libraries concerned a reasonable betterment objective for local adoption. Another purpose of membership is to indicate the value of the privilege and emphasize the responsibilities for cooperation with other members.

The best vehicle for enforcement of such requirements is in a central agency. Although a district system headquarters may assist with respect to libraries in its area, essentially it is a statewide function. It falls logically among the duties to be assigned the State Library. However, the requirements themselves should be developed by the libraries themselves and proposed to the State Library. Upon agreement of the State Library they should be adopted as rules.

Statistical Reporting and Program Evaluation

Professional librarians have generally cooperated in state and national efforts for recording in statistical terms the status of library development, despite the fact that the information has usually had limited value for most of them in terms of management of their own library. However, a parochial viewpoint occasionally is encountered, even in Texas, which makes this task more difficult.

The responsibility for collecting and publishing certain statewide library data has long been that of the State Library. The existence of cooperative library systems has heightened the importance and usefulness of the information. The proposed legislation would give it further impetus. If organized and carried out well, the libraries of the State could receive information not only useful in understanding the results of their cooperative efforts, but comparative information of significant value for internal management.

The recording and reporting of all manner of operational data are functions of each library. The task of collecting, analyzing, and publishing the statistical information for comparative purposes and total effect falls logically to the State Library. It is an area of activity greatly neglected in the past, although not through the choice of the State Library, and nothing short of a thorough and comprehensive plan should be adopted. Cooperative library systems are both a reason and a means for improving comparative library data in Texas, and the State's role is critical.

With respect to program evaluation the position of the State Library is unique. Such evaluation naturally falls to the Library in terms of state interest in the cooperative program. Also availability of comparative data between systems and libraries is clearly necessary if this is to be done.

Conclusion

The overriding justification for participation of the State Library in a cooperative system of library development is precisely the cooperative aspect. This is clearly stated in the legislative declaration of the proposed law. Lacking the usual bureaucratic machinery for program execution, a central coordinative agency is needed to work with and work for a group of voluntary, independent library organizations. It is a leadership, not a command, position. And without it the endeavor would surely falter, if not fail.

VII. THE POTENTIAL OF COOPERATIVE SYSTEMS FOR TYPES OF LIBRARIES

One of the salient questions listed on page I-2 in the Phase II Report asks "Should cooperative systems be open to all libraries?" This consultant would answer that question affirmatively. The original Library Systems Act was limited to public libraries since the philosophy behind it was to provide adequate informational and recreational resources available to all Texas citizens. Such a philosophy has traditionally been associated with public libraries as "the people's university." Under the additional funding provided in FY 1975 and FY 1976 public libraries in the various systems are well on their way toward achievement of that goal. A judicious mixture of local, state, and federal funds under the encouragement of the various titles of the Library Services and Construction Act, has seen new public libraries established and older ones strengthened to a significant degree. However, it is good to remember that no library, of whatever type, exists in isolation.

One of the points which clearly emerged in librarianship in the late fifties and early sixties was that students refused to regard boundaries, whether geographic, economic, political, or by type of library as barriers to their search for knowledge. They believed all libraries should be available to them. The net result was that school children in the post-Sputnik era and the increasing numbers of college students tended to seek solution to their library problems wherever they could find them. This occurred principally in the public libraries along the East Coast where students often literally occupied every available seat, but it also occurred in Texas, especially in urban areas like Houston where school libraries were often nonexistent and where college library resources were often totally inadequate to meet the needs of students and faculty members alike.

The emergence of Title II of the Elementary and Secondary Education Act of 1965, with its provision for grants for school library resources, for the first time enabled school systems to develop minimal library resources and provide for some form of library service. Most school districts in Texas now have school libraries in every school and the achievements of the past decade have been impressive indeed.

At the same time higher education in Texas received increased support from the state legislature to expand collections in a number of institutions, and the federal Higher Education Act of 1965, Title II-A, provided supplementary funds. As a result there emerged several universities in the system of state-supported higher education with resources which not only supported the teaching and research activities of their students and faculty but also could be used by business and industry, advanced students in secondary schools, and the general citizens who could not find the information they needed for their own projects. In view of these recent collection-building efforts and the ongoing efforts of the Coordinating Board, Texas College and University System to bring academic libraries up to standard, system funds should be provided for collection building only where such efforts would result in additional resources to strengthen the entire system programs in specialized disciplines. System funds should go primarily for communication networks, staff personnel, and development.

The library picture in Texas today, despite weaknesses in some areas, is a far different one from what it was a decade ago. If school, public, and academic libraries do not yet meet the standards of the older and more prestigious states like Illinois, Michigan, and California, they are at least quite respectable. Moreover, in their attemps to serve the needs of their users more adequately, Texas librarians in all types of libraries developed informal networks as well as formal networks, which had an advantage not always known in other states: they actually worked. Out of this milieu came such cooperative enterprises as the Inter-University Council of the Dallas-Fort Worth Area, the Regional Information and Communication Exchange, the Council of Research and Academic Libraries of San Antonio, the TALON Regional Medical Library Program, the Texas Information Network, and the Texas State Library Communication Network. That each had flaws all participants admitted. That each also served Texas citizens well, given the constraints of their operations, also should be admitted.

The explosion of knowledge, often talked about to the point of tedium during the sixties, was accelerated after Sputnik by the nation's efforts to expand its own space efforts and to increase its pool of technically educated personnel. The advent of the computer was helpful to activities other than business including libraries, even if it didn't quite achieve all that might have been hoped in information retrieval and bibliographical control of information.

Texas, its municipalities, and the other states and nation as a whole must now address seriously the form in which the maximum amount of information can be made available to the largest number of their citizens at a reasonable cost. By this time there is surely enough evidence to indicate that cooperative enterprises not only can help in the solution of such problems but they are undoubtedly the only means by which some services can be provided at all within limited fiscal resources.

What are some of the current patterns of library service in Texas which might lead one to believe that other types of libraries are already sharing resources and services with public libraries and would find it advantageous to join an emerging comprehensive network on a voluntary basis?

First of all, for urban areas, there is the undeniable utilization of all types of libraries by citizens without regard to their legal status, their source of support, their primary clientele, and, their designation, sometimes despite active discouragement. For example, college students at places like the University of Houston have traditionally sought solutions to their library needs on the basis of convenience. That means a branch of a public library, the library of the business or governmental unit in which they work, or personal collections. Community college students, on the other hand, have often resorted to the collections of the University of Houston and Rice University for their needs at night and on the weekends. The Houston Community College now provides a reference librarian at Rice University during those periods in recognition of the heavy use their students make of the Rice collections and services. Meanwhile, secondary school students are making heavy use of the library of Lamar State University Library and will undoubtedly make more use of it once the new library building is in operation. However, one should be careful in assessing this development. A student may use another library not only because of convenience (e.g. closer to home, longer hours of opening, etc.) but also because of resources which may be stronger in a specialized field in which he or she is wroking. The public-spirited nature of some of these institutions in opening their libraries to the non-campus user in the face of heavy use by their own constituents is commendable but it does raise the question whether or not some recognition of the fact that their service load has increased should not call for additional compensation lest their library operations deteriorate or break down from an overload. Being a part of a library system could provide a rational basis on which such services could be recognized and contracted for.

Over the past decade the Texas State Library has assisted in network experimentation to solve some of these problems by grants from Title III funds of LSCA, by contracts through the Texas Information Exchange, but most of all through the production of the Texas Numeric Register. TNR, through its simple but effective location of materials in most of the major libraries in the state, has enabled the lending to be spread around among a variety of academic and public libraries rather than concentrating on any one large library for interlibrary loans, a situation which earlier had been a major problem for a few large libraries. Thus a pattern for working together already exists, both formally and informally, but probably now needs additional attention with regard to structure and organization.

One of the factors which should be recognized, as consideration is directed to the possible expansion of the Library Systems Act to include other types of libraries, is the state's responsibility to provide for its citizens reasonable access to information in institutions that it already supports. Substantial funds have been appropriated for all types of libraries during the past decade. In most cases the use to which these resources have been put testifies to the wisdom of the legislature in making such resources available. In a real sense such resources should be regarded as public resources and should be used for the maximum benefit of all citizens, although one may grant that their primary focus is on the specific constituency for which the collections were built.

There is evidence that many school and academic librarians do indeed view their collections in this light and await further developments to work out the policies by which access can be provided in an orderly and timely basis to non-campus users.

The problem has much to do with population and geographic distance. In urban areas individuals who use libraries are local taxpayers, whether one is talking about school libraries, public libraries, college libraries, or other governmental libraries. The majority of students in a publicly supported university in an urban area, for example, come from the same geographic area in which the institution is located. They rightly view themselves also as patrons of the public library. Moreover, it is in urban areas that major new attemps to serve the unserved, e.g. especially the black and Mexican-American population, have taken place in schools, colleges, and public libraries. All are seeking ways to serve such ethnic groups more effectively. Yet there is not evidence that such libraries, all working on essentially the same problem, have investigated how they might provide needed library resources and services jointly instead of separately. These two situations suggest important areas where expansion of the Library Systems Act to include all types of libraries could facilitate the sharing of expertise as well as resources for the benefit of all institutions and probably at less cost to the taxpayer.

Another good example of informational needs which calls for cooperative efforts is the provision of computer-based literature searches. Some institutions already provide such services either in their computer centers or their libraries. The National Library of Medicine's MEDLINE is only one example of many which could be cited. Access to such services will become increasingly common in the next decade and the whole question of what social institution will handle such access is a debatable question. However, many public and academic libraries are exploring ways to utilize such data bases and a library system might very well be the best way to approach the problem.

What should be kept in mind for such cooperative endeavors is that they do cost money, that provision for reimbursement for those institutions carrying the heaviest load is essential, and that all libraries should be working toward a viable network to serve all citizens with maximum effectiveness. Although no one knows what the direction of the emerging National Program for Libraries and Information Services will take, it is fairly clear that state, regional, and national networks will play an important role. The expansion of computer-based networks based on the Ohio College Library Center, such as AMIGOS, is testimony to that fact. Interestingly enough, both public and academic libraries in Texas are members of AMIGOS.

The expansion of a specific library's service in order to become a resource and information center for the larger community may clearly require additional support in some instances. Other services might be provided without such direct support in recognition of the institution's public obligation to the citizens as a whole. Examples of services which should be reimbursed would certainly include the communications' systems, whether telephonic, telegraphic, computer, or plain old station wagon. Others would doubtless include the production of bibliographic tools serving the larger community of librarianship rather than just the individual library.

Much of what has been said above deals with larger population centers and not with those areas of the state which are small and where even traditional library service is apt to be prohibitively expensive. Such areas are not immune to the emergence of systems; they probably should be viewed as equally in need of the consistent planning and services which only a library system can provide. There are some Texas counties which have neither school libraries, academic libraries, or public libraries and whose small population, acting alone, will probably never provide sufficient funds to make them feasible economically. Joint efforts with adjoining jurisdictions, perhaps involving delivery services from the nearest library, must be made in order to see that these citizens who are separated by geography from larger concentrations of resources and services are not neglected. Under a system utilizing all libraries as a part of one network this should be possible. In planning for areas of sparse population attention should be given to delivery services other than the traditional branch library. Bookmobiles are "old hat" now but they are still being used effectively in the North Carolina mountains and other areas of Appalachia to bring information to sparsely inhabited counties. Whether such units operate from one type of library or another makes less difference than that they do operate with a commitment to serve the needs of these citizens.

The largest cost to any library or other labor-intensive operation is personnel. If library systems are to operate effectively, they must have well qualified librarians with a commitment to making the system work. Systems normally require more sophisticated training than that required for the traditional library. In addition there is a need for training individual library staffs in methods which will ensure successful performance of new responsibilities. Workshops, seminars, and institutes held in various locations can sensitize staff members to needs of each library's users. System-wide efforts for continuing education of professional personnel could result in better programs than any one library, even the largest, can afford by itself. Shared-personnel opportunities for the system should not be overlooked. The cheapest way to achieve adequate reference service for example, may be a systemwide reference facility to which immediate access can be had by any citizen approaching his or her local library and asking for assistance. The means of communicating with the headquarters' reference staff exists. What is lacking is the coordination to assure its effectiveness. Such an approach to library systems emphasizes service and the intensive mining of all available resources. When the advantages of such a system are indicated to the citizens of Texas we believe they will support a systems expansion enabling all types of libraries to join in a new and better type of service for all.

VIII. A WORKABLE, PRACTICAL, FUNDABLE, ACCEPTABLE SYSTEM

The study of the Texas State Library System, after analysis of its governance and operations under the 1969 Act followed by a look at alternative structures that might better serve in the future, has proceeded to the point of considering amendatory legislation. In addition to reviewing the appropriateness of each paragraph of the proposed legislation, a simultaneous look from the vantage point of a broader perspective is deemed worthwhile. Specifically, it appears reasonable for the library groups involved in this study and the State Library to pose the question whether the newly designed organization will do what is wanted. Will the proposed new governance accomplish the objectives which have been broadly identified in the course of this study? In short, using the words of the State Library in initiating this study, will it be "workable, practical, fundable, and acceptable?"

Workability of a Loose Confederation

It is true that an important distinction is evident with regard to a plan of institutional cooperation such as this, namely that the hierarchical pattern usually adopted by mankind as the organizational means for achieving common objectives is largely missing. In social organization it is customary to provide for a descending order of power, such as from national to state to local government. Within each unit of government, and indeed within each division thereof, a similar structure of authority extends downward from a director to the ultimate worker. This pyramidal structure is the one most familiar to people in their formal organizational relationships, both in government and private endeavors. Frequently termed a bureaucracy, it has been subject, especially in recent decades, to exhaustive analysis by administrators, political scientists, and sociologists.

Voluntary cooperation goes on within a bureaucracy. Description of the organizational process often begins with an example of a primitive man first helping another to more a rock, with one of them assuming a superior hierarchical or leadership position by indicating the moment and direction for pushing. But in a bureaucracy a stronger coercive potential is present, of which all participants are aware: cooperation brings individual rewards and noncooperation brings sanctions. These bureaucratic forces are constantly at work, permeating the life of the organization and shaping the daily behavior of all persons involved.

Organizational Relationships in Cooperative Systems

The proposed library system differs in degree, in a substantial degree it may be said, from the normal bureaucratic structure mankind has employed for endeavors of this kind. Cooperation is highly voluntary, with the element of coercion minimized. Withdrawal from participation is discretional, leaving the withdrawing library in much the same position as it was before joining the endeavor. It is reasonable, therefore, to ask whether this unusual scheme of relationships can succeed, to which question the following discussion is addressed.

A cooperative system is a means to preserve the existing powers and participatory discretion of all library elements, and to extend the effectiveness of their services even though receiving substantial state funding and coordinative staff assistance. Cooperation to the same ends would be possible without such state assistance, but the financial motivation for libraries would be missing. Furthermore, in such case a central coordinative mechanism would have to be created apart from the State, a circumstance full of potential conflict with traditional intergovernmental patterns.

Therefore, the current endeavor seeks to involve the State, through its State Library, while preserving the organizational status quo to the maximum possible. Participation of the State Library brings both financial and coordinative assistance, and a central voice for interstate and national library concerns. The State Library has, to date, indicated its willingness to assume the desired role, in the belief that it is viable and progressive in terms of library development, not contrary to interest in keeping government and library activities close to the people, nor prejudicial to the traditional authority and independence of the member libraries and their sponsoring authorities, public or private.

With respect to precedent, many examples of voluntary cooperation may be seen in government, business, and the two together. However, each example must be examined in order to compare the similarities in detail. Most examples are limited in scope and especially in numbers of participants. For example, of over one thousand interlocal contracts identified between local governments in Texas, very few involved more than two parties, usually a city and a county.[1] Despite the potential for good, the formidable obstacles encountered in bringing large numbers of independent local authorities into agreement on program needs and cooperative methods have effectively prevented large-scale efforts. For this reason the Texas library community, through the Texas Library Association, sought and obtained special enabling legislation in establishing library systems in the State. That the State Library was willing to assume a coordinative role greatly helped, indeed was a key factor, but this does not diminish the merit of those whose efforts were particularly outstanding in creating the Texas State Library System.

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[1] David W. Tees and Jay G. Stanford. Handbook for Interlocal Contracting in Texas. Institute of Urban Studies, University of Texas at Arlington, November 1972.

Examples of international cooperative endeavors. At the international level both general and specialized organizations have been created by independent nations. They join voluntarily in cooperative programs to improve, for example, health (disease knows no borders, it is often said) and agriculture, both specialized concerns, as well as to accomplish broader concerns through such bodies as the U.N. General Assembly. In these cases, lacking other organizational means, the cooperative structures were created by the voluntary participants. (No superior earthly authority existed on which to call for coordination.) In this case, too, participation is voluntary, and many cases of refusal to join, or of withdrawal, or of limited participation have been noted.

Regional planning commission as a Texas example. In Texas a regional planning commission represents an instance of local governments and private organizations voluntarily forming and participating in a cooperative system within a geographical area prescribed by the State. In Texas these commissions are provided with generally noncoercive financial and coordinative support from a Division of Planning Coordination in the Governor's Office, and a similar pattern exists in the other states. An interesting aspect of voluntary cooperative efforts of the type represented by the planning commissions is their newness in the American society. Again, an enabling act undergirds the endeavor.

Significance of the new emphasis on cooperative structures. One cannot dismiss the rise of these new cooperative structures, of which library systems also are clearly outstanding examples in other states as well as Texas, by simple pointing to the democratic nature of American institutions over the centuries or the propensity to cooperation engendered in a lingering frontier society. The fact is that library cooperatives of the type envisioned in Texas, and other similar examples of voluntary cooperative structures, represent a new advance in the science of administration and the art of self-government in this country. They are still experimental, although each year brings new evidence of their usefulness to the people and the likelihood of an indefinite period of service. In a sense they are a compliment to mankind's skill in social organization.

One must conclude, therefore, that libraries, in seeking cooperative systems which will preserve their existing powers and those of the governing bodies that established them, are actually assuming leadership in an interesting and potentially important development in self-governance. Furthermore, their endeavors are precisely in the direction most applauded by a democratic people who prefer to retain as much power in their own hands as possible

Organizational and operational changes under cooperative schemes. It does not follow that there are no risks in pioneering new methods. For this reason it is desirable to make careful plans for *organizing* the endeavor and equally careful plans for the *operational methods*. It is common in charters of governance to stress structural relationships and functions, leaving procedures to subsequent administrative discretion. This may stem partly from inability to plan needed procedures with accuracy, but is commonly explained as necessary to achieve flexibility under changed conditions. Whether such explanation represents in part an excuse for non-inclusion, or a justifiable reason, it appears generally true that procedures tend to remain, in most organizations, less well developed and documented than for organizational structure. This is partially offset by the power and directness present and employed in bureaucratic structures, by means of which a system of rewards and sanctions brings divergent participants into line regardless of inadequacies in procedures.

It must be kept in mind, therefore, that some restraints and pressures of a bureaucratic structure are partly absent and others differently applied in a cooperative system of peers. What then can substitute for the normal influences of governance in order to mobilize diverse and independent organizations for the selection and achievement of goals? The answer to this question lies, it is submitted, partly in the way the governing structure is designed, partly in the special attention and care given to the development of procedures, and partly in the understanding and conformity with both among the parties involved. Both organization and procedures need to be designed with a consciousness that the customs of a traditional bureaucracy do not fit the new cooperative scheme. A deliberate modification of the usual pattern of thought in organizations also is needed on the part of participants. This may be fostered both by the structure and procedures of governance themselves, but awareness may also be created through discussion, example, and repeated reference. These points are developed further hereafter.

Organizational Structure

The proposed model legislation addresses itself in several ways to the structural needs of a cooperative of independent libraries rather than to the typical hierarchical approach. Nevertheless, the same or even greater results in productivity and cost-effectiveness are intended.

Function of the State Library. The State Library has four major roles under the proposed legislation: (a) to represent the State of Texas in carrying out the provisions of the legislation, (b) to serve as the agent of the member libraries in formulating policies and procedures consonant with the legislation and adopted as rules by the Commission, (c) to perform such duties of policy execution and program coordination as required by the legislation and the rules, and (d) to participate in carrying out specific services such as interlibrary loan and professional development.

The State Library, therefore, has a complex role of representing the Governor and Legislature, collaborating with the libraries in policy formulation, enforcing the collective wishes of the libraries, and sharing in program execution. Potential conflicts are inherent among these roles, necessitating great care in choosing the correct course of action in each decision.

As long as the major objectives of the legislation are observed, the State Library should encourage the libraries to assume the major effort in policy development and program management, utilizing district systems for these purposes. But it cannot escape being involved in the volatile process of developing and enforcing adopted standards and obliging adherence to program guidelines, duties required of it by desire of the libraries themselves under both the 1969 Act and the proposed revision. One of the aspects of the obligation is to help ensure that no system operation lags behind the others in the development of system services.

The State Library also carries central responsibility for overall evaluation of system performance, preparation of reports, and maintenance of essential statistical data.

Highly significant as a feature in all of its duties is the manner in which the State Library must function. It carries out, in part, a delegated role given by the librarians. It must be a participant, too, in the voluntary association of libraries. Intentionally it is not given the degree of authority to command found in bureaucratic structures. Yet it is provided authority to the degree that its associates, the libraries, desire and that the State must require. The line is not easy to draw, and tends to shift according to the business at hand. The proposed legislation itself and the rules adopted thereunder guides the State Library in its response to any given situation. Therefore personnel of the State Library must be sensitive to the varying relationships associated with each aspect of its work.

The role of district library systems. The current hierarchical pattern of a district library system under the 1969 Act would be modified under the proposed amendatory legislation. In fact, the strength of the proposed plan of governance in this regard rests on the power of local library authorities to organize systems responsible to them through their own representatives. The system director and staff are to be in continual contact with library directors throughout the district. The member libraries are given the primary responsibility for formulating program and determining priorities. Local authorities, not the State Library, appoint and remove a system director. At both the state level and the district level, trained librarians are to provide advice and counsel. In fact, without their goodwill and approval the program cannot be carried out.

Clearly, in a cooperative effort it is easier to disrupt program execution through deviant behavior than would be the case if all libraries were part of a hierarchical system. Such instances might occur, as have already been suggested in operations under the 1969 Act. But on the other hand, apart from the fact that application of a traditional strong hierarchy to Texas library systems probably would be generally unacceptable, the strengths of locally generated enthusiasms and keen insight into local needs also would be partly sacrificed. Therefore, under a cooperative arrangement the means of responding to occasional disruptions prejudicial to mutual interests should be those selected and used, so far as possible, by a librarian's own peers. This should not be left only to a system headquarters or the State Library.

The influence of peers. An important feature of the cooperative organization proposed is the emphasis given to the functioning of peers. Each library is given a voice. When a system headquarters or the State Library receives standards with which to require compliance it is because the libraries have so authorized or agreed. If program guidelines applicable to all systems are adopted by the Library and Historical Commission, it is because the libraries of the state collectively and by designated interest groups, have developed such guidelines and negotiated with the Commission for their adoption.

In fact, library members, as peers, work at two levels under the proposed legislation: the district library system and the state library system. The State Library and the system member libraries (and the system headquarters in representation thereof) have the responsibility for developing statewide standards, program guidelines, and intersystem policies and procedures, to be monitored on behalf of all libraries by the State Library. The programs of the district systems are planned in accordance with the adopted guidelines by the library members thereof, with the system headquarters responsible for coordinating and executing them.

It is evident, therefore, that under the proposed legislation the librarians and the lay representatives of such libraries are to be engaged in the governance of district and state library systems on a scale never before experienced. In so doing, the librarians of the State will assume new and powerful responsibilities for overall library development. They will do so under a novel arrangement of relationships, cooperative rather than hierarchical. This will require careful study and adjustment to the roles they should play; the better their orientation the more successful will be the cooperative efforts. More than ever before their concerns will extend beyond their own library; the progress of libraries throughout the State and the effectiveness of interlibrary programs will occupy more of their time and attention. This broadened concern is intended to be logical and natural. The ultimate objective is that all such cooperative effort have one major effect--the betterment of each librarian's own library for service to local patrons. This is a normal goal of a librarian, and cooperative systems represent another means to help achieve it. It is probably the most important new method in recent history for improving library services.

Procedures for Allocating Program Resources

When one contemplates the history of conflict over the division of public funds among services of great interest to varying segments of society and the never-ending search for smoothing the process, it is sobering when one attemps to affirm confidently that any particular organizational structure or procedure is better than another in achieving a fair and acceptable apportionment. In fact, in such process one does not attempt to suppress differing opinions, since these can sharpen issues and indicate solutions, but rather to reduce the emotion involved and increase the rationality of approach. The various alternatives and their significance are aired and means are sought to reach workable compromises.

These means are procedures which enable each participant to join thoughtfully in ascertaining the service needs of the people, identifying clientele groups, selecting program service objectives broadly and in detail, and establishing service levels and work volumes. Upon completing such a process it is then feasible to assign detailed organizational responsibilities for program execution, choose methods to be utilized, and determine manpower and logistical requirements.

The above process is recurrent as adopted programs are periodically reviewed and adjusted to changed situations such as new client needs, changed productivity rates, and funding variations. Such reviews require procedures for continual measurement and evaluation. Usually the measures are the same as those employed in establishing service objectives.

The Importance of Participatory Procedures to Systems

The above procedures with respect to program planning and management are not strange to libraries. Within their sponsoring organizations they are found, in varying degrees, in the annual budgeting process and other planning exercises. In short, they are procedures which have been developed gradually for the bureaucratic scheme of organization. But here the concern is with a cooperative organization of independent, voluntary institutions, and how such procedures bear thereon.

It is submitted that even greater importance accrues to such procedures in this case. This is because the organizational fabric of a voluntary cooperative endeavor is more fragile than most bureaucratic institutions. More independent views are involved, which may not be slighted nor brusquely and arbitrarily rejected. Voluntary members may withdraw from a cooperative with which they may feel dissatisfied, either partially with regard to specific services, or entirely. Therefore, sound procedures, carried out with the full knowledge and participation of all members, assume more than usual importance in program development. As a product thereof, acceptable guidelines and doctrine for program content and development emerge and provide continuity in programs. The concern then becomes one of staying alert for changed conditions calling for corresponding modification of programs. When this happens, the process of re-thinking the program and developing new guidelines again involves the entire membership. The process must be continual and responsive if the cooperative organization is to remain vital and strong.

In fact, acceptable participatory means for allocation of benefits are especially desirable for cooperative enterprises, probably even critical to their survival. The reason for this is that general understanding and acquiescence to resource distribution is acquired by such procedure. Even in those cases of doubt of nonconformity with majority views, the product of a rational method well executed usually leaves a large degree of mutual program benefit by obtaining the continuing fidelity of participants to the basic objectives of cooperation.

The Foundation of Resource Allocation: Service Needs of Patrons

There is one feature considered essential to the programming procedure of a cooperative library system, namely emphasis on the service needs of library patrons. Few library directors can maintain among their peers a position that would favor their particular libraries as organizational elements of a cooperative system against overriding needs of patrons who would be better served in a different manner. There must be a way among independent participants to develop in a convincing manner, supported by facts, a program that is patron-oriented. When this is done, the selection of means and the allocation of corresponding work volumes, service benefits, and resources among member libraries on a logical and understandable basis is feasible. Otherwise serious division of opinion, threatening to system success or even survival, can arise between libraries of differing orientation. Small libraries might otherwise believe large libraries are favored, or vice versa. Rural libraries could be alienated from metropolitan ones. School libraries could complain of partiality to academic libraries, or public libraries. In short, all sorts of misunderstandings could arise. The procedures for resource allocation must suffice to prevent this, gaining in the process maximum goodwill and understanding among libraries of varying characteristics and clientele, and focusing attention on the needs of the patrons of the State, whether they be child or adult, student or scientist, handicapped or aged, according to their specific needs. If a cooperative system of all libraries should reach beyond current programs. With everyone benefitting from a logical system of resource apportionment, this important and critical effort of cooperation can succeed.

The value of cooperative planning. The question may be logically asked whether program planning is likely to be more complex and time consuming for a cooperative than for a bureaucracy. The answer appears to be yes. Due to the large number of members, each of whom must be kept informed, encouraged to participate in the collection of data and identification of service needs, and involved in program decisions, the communications process will be more lengthy and involved than that of most organizations with a pyramidal hierarchy.

Nevertheless, the rewards for each member library in terms of its own institutional insights, knowledge of patron needs, and understanding of the cooperative program appear to justify the effort of program planning. Much of it should go on anyway. Outside stimulus through a cooperative system would be expected to provide motivation for more planning than otherwise would be done. One benefit received would be better local program understanding and financial support. Another would be improved internal management, including greater awareness of local needs to be satisfied by local programs. Professional development of the personnel involved also would result. In fact, the program planning process of the system would be so pervasive as to reach every aspect of library service.

Conclusions Regarding Workability of the Proposed Legislation

If cooperative library systems as proposed in the legislation herein are to be successful, they must be encouraged and nourished by society in general and by the direct participants in particular. The structure of the organization has been carefully designed to strike a balance between a number of important values, so that current strengths in the forms of government in Texas and important elements in present library organization may be combined with aspirations for new achievements and new methods in library service. If the desire for retention of these current strengths has been correctly interpreted, and the wishes of the library community for joint action toward new and expanded goals understood, the proposed system of governance of cooperative library endeavors is workable. Indeed, the other alternatives mentioned in the Phase II Report appear less and less attractive as comparisons are made.

This does not mean that there will be no problems. Understanding of relationships will not be achieved immediately, just as they have not yet under the 1969 Act. New patterns of cooperation between libraries will be required. Librarians must become accustomed to new roles and widened responsibilities. If the proposed legislation is adopted, new and important procedural rules and program guidelines will need to be developed at both the state and district system levels, requiring considerable study and compromise among library administrators in order to achieve maximum results. It is a process full of enormous promise for library development. With care, patience, and goodwill, the library community, through cooperation, can realize the great potential.